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By-Edelfelt, Roy A.; Allen, Wendell C.

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This book includes the papers and speeches which were part of the Seattle Conference in which representatives of 49 states met to reevaluate beliefs and procedures regarding the future role of state departments of education particularly with reference to the identification and setting of goals. There are seven speeches and papers: "The Dynamic Duo (with apologies to Batman and Robin)" by Warren G. Hill; "Broad Policy Concerns and Direction for a State Department of Education in Teacher Education" by J. R. Rackley and Norman A. Miller; "The Future of Teacher Education: Implications for a State Department of Education" by James C. Stone; "Creative and Constructive Adaptation" by John R. Mayor; "Improvement of Teacher Education in the State of Washington" by J. Alan Ross; "POINT (Project for the Orientation and Induction of New Teachers)--An Innovation in Teacher Education and State Leadership" by Herbert Hite; "The Future of Teacher Education: Notes on a Special Form of Tyranny" by William R. Fielder. William H. Drummond summarizes both formal and informal proceedings in "Conference Commentary." Added later were the "Introduction" by Roy A. Edelfelt and the final overview chapter by Wendell C. Allen, "State Government and Teacher Education--A Different Role for the State Education Agency." (JS)

THE SEATTLE CONFERENCE

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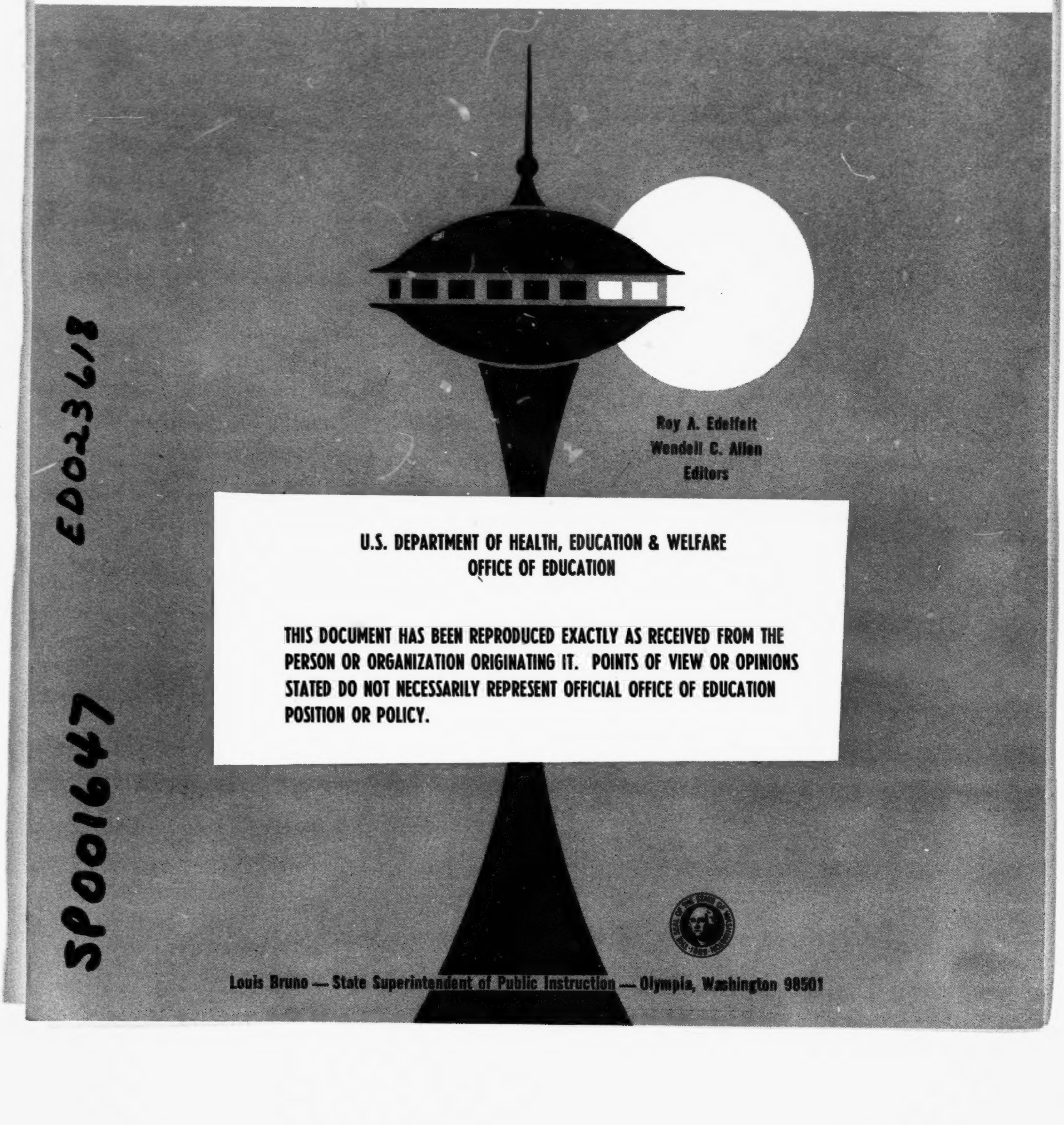
THE ROLE OF THE STATE DEPARTMENT OF EDUCATION IN TEACHER EDUCATION



Roy A. Edelfelt
Wendell C. Allen
Editors

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Louis Bruno — State Superintendent of Public Instruction — Olympia, Washington 98501

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PREFACE

Teacher education, prior to and during a teaching career, is a most important activity and one in which the state has a crucial stake because well-educated teachers are central to quality education in schools.

State departments of education have served well in the past to raise standards of teacher preparation through certification and through approval of college programs. But old approaches do not always fit new conditions. It was the purpose of the Seattle Conference on "The Role of the State Department of Education in Teacher Education," to reevaluate our beliefs and procedures in teacher education and to learn from each other. We asked speakers and writers to raise sticky and difficult questions, and to an extent, we succeeded in getting the conference participants, representing forty-nine states, to discuss the present and future role of the state department in teacher education.

This book includes the papers and speeches which were part of the Seattle Conference. The introduction and last chapter were added later. It is my conviction that these papers provide a good beginning to strengthening the role of the state department in teacher preparation. I hope those who read them will agree.

The major revision of the role of the state departments of education in the United States is still to be accomplished. If this volume serves to promote productive and worthwhile changes, it will have been worth the time and resources which the writers and others have put into it.

The Seattle Conference on "The Role of the State Department of Education in Teacher Education," held April 27-29, 1966, was conducted with funds granted under Title V of P.L. 89-10, the Elementary and Secondary Education Act. We are indebted to the United States Office of Education for the allocation of funds to publish this report.

Louis Bruno
State Superintendent of Public Instruction
Olympia, Washington

INTRODUCTION

Responsibility for education is delegated to the states. This responsibility has been assumed in a variety of ways, with different degrees of effectiveness and many different attitudes. Although diversity should be respected, it is not inappropriate or untimely to suggest that all state departments of education can be strengthened in teacher education. It is time to challenge thinking about promising directions in teacher education. This is the goal of the papers in this volume.

A teacher's education includes the whole range of his preparation — in college, professional development on the job, and in graduate study. State departments of education are concerned with all of these phases, because responsibility for the quality of teacher education has been legally delegated to them by the people and because educators and laymen recognize that quality teachers are the most important requisite of a good school.

The job of the state department of education in teacher education is to identify and set goals. Where this job is done well it involves the judgment of those who prepare teachers — both school and college people. But agreement on purpose has not always meant achievement of goals. Too often the goals have been reduced to the quantity rather than the quality criteria. For example, although over 90 percent of American teachers now have at least a bachelor's degree, there is still great variation in their quality.

There are many reasons why the role of state departments of education in teacher education needs to be strengthened. Some state agencies are not very effective in this area. Some operate on assumptions which are no longer valid. Few give the practitioner adequate responsibility or recognize the collaborative role of schools, colleges, professional association, and the state department. Many state agencies see a very narrow policing role as their primary, if not sole, function. Being a bureaucracy for credit counting is no longer adequate for the state's teacher education division. Many state departments of education lack status and prestige in the education community. Without status there is little influence.

To complicate things further, all of these conditions must be considered in the context of education in a rapidly changing country where the teacher population is huge, transient, mobile, and diverse in training and age. Regional and cultural differences mean prestige differences in the public and private sectors of higher education.

There are no simple solutions to the problems of state departments of education in teacher education. And clearly, the role of a state agency must reflect the views of the people and the situations in that state. Are there then some principles, some patterns of operation, and some directions which all states should consider? We think there are. Some are included in the chapters that follow. Others will occur to the reader as he brings his own experience to these documents.

State boundaries are less and less barriers to the exchange of people, ideas, and goods. Almost anything one state does will affect its neighbors, if not all states. Yet in-state parochialism is widespread. Mass media and less expensive air travel should help to improve communications throughout the nation and to build a more cosmopolitan American society. Can states remain unique and individualistic and still achieve comparable standards of teacher education? Should they?

The Federal Constitution was and is a device to mitigate the differences of states. The new possibilities under Title V of Public Law 89-10 have promise of making available to state departments of education more alternatives for the solution of state problems. Greater state freedom results from the extension of alternative courses of action.

Finding better answers to the questions of the most productive role for state departments of education in teacher education was the purpose of the Seattle Conference, as it is of this conference record. This volume does not attack or resolve all the problems, but it provides a contribution to the literature and will, we hope, spark discussion and further action. State departments have a chance to move now; if they don't, most certainly someone else will.

Roy A. Edelfelt
Associate Secretary
National Commission on Teacher Education and Professional Standards
National Education Association
Washington, D. C.

THE DYNAMIC DUO
(with apologies to Batman and Robin)

Warren G. Hill
Director
Connecticut Commission on Higher Education[1]

1

I don't know when it happens in your area, but every Wednesday and Thursday night at 7:30 in Trenton hundreds of living rooms are invaded by two characters who fear nothing and can do everything. I have been intrigued by the constant references made to "The Dynamic Duo" — Batman and Robin. The assumption is that these two, working together, are equal to any situation that might face them. The term came to mind when I read the theme of this conference, a theme that brings into juxtaposition two great forces in another field of endeavor — state departments of education and teacher education. Whether an examination of the role of the former in the case of the latter will let all of us arrive at the conclusion that the duo is, indeed, dynamic and more than equal to the tasks made implicit by the relationship is yet to be seen. My task will be to get all of you important people into the business of deciding, when you get home, whether or not these two forces *are* a dynamic duo in your state. I think we can agree that the times would dictate they should be.

In sharing my beliefs and concerns with you, I wish to admit at the outset my inadequacies for this particular assignment. I have *not* just completed an exhaustive five-year study either of state departments of education or of teacher education. I have not visited fifty states or interviewed 500 people. I have no mandate from a Conant, a Gardner, a Koerner, or a Carr to come here and either support or abuse state departments of education or those who educate teachers. My beliefs and concerns come out of my personal experience in three institutions that prepare teachers and the vicarious experience of hearing and discussing the victories and defeats of close acquaintances in many others; out of serving on the staffs of two state departments of education and working under the direction of a third; out of working with professional committees and commissions; out of a concern to do more with the responsibilities that have come to me; and out of moments of sheer frustration.

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[1] Formerly, President, Trenton State College, Trenton, N. J.

Both state departments of education and teacher education have been with us for some time. Both are essential. Both have played critical roles in the advances we have made in this country to provide opportunity — almost unlimited opportunity — through improved education. Nothing that I say on this occasion should be interpreted to detract in any way from the dedicated and able people who have served in these two endeavors and who have accomplished so much with so little in the way of public recognition and support. Nothing that I say should be interpreted to indicate that I believe everything that is going on in either area is perfect or that no effort should be made to change it. While a perfect state department of education and a perfect teacher education program may well exist, I believe that the probability is very small.

I see in this audience people who can have an important influence in educational matters. I assume that you were invited here because you can have a marked impact on improving the effectiveness of the state department of education in your state in teacher education. (If you can't, someone who approves grants has made a real boo-boo!) You are here representing legislative bodies, state boards of education, state advisory groups, and state departments of education. You are here because very little is going to change in education in your state, and particularly anything that affects the state department of education, unless you know about it and approve. All present must, and obviously do, have an interest in the role of the state department of education in teacher education even though the legislators and board members present are not "under the gun." (I have other lectures for other occasions that would help you feel more at home. One is entitled, "The Peril of the Uninformed Legislator," and the other, "The Board Member-Governor Fixation!")

Seriously, my hope for this conference is that you will examine the role of state departments of education in teacher education to the fullest extent and then go home and take stock of what you have, where you are, and where you should be going. You will do this, I hope, not just as a little group that went to Seattle, but *with* people, with all the people who are concerned, people who could not be here but who have a right to help make the decisions that affect them — teachers, administrators, college faculty, school committees, state department staff members, board members, academicians, critics. When you change teacher education, you change all education. When you change education, you change America, and people ought to know about it.

In the time allotted I will make two lists for you. They will not be complete lists and I hope you will eventually make your own. They are lists of items that come to my mind out of my experience. The first is a list of practices in state departments of education that exert a negative impact on the role of the department in teacher education. Some are general practices and some are specific. They are difficult to separate because they are part of a pattern. They do not exist everywhere, but where they do they should be rooted out.

The second list reflects those activities I believe state departments of education should be emphasizing. They are related to the role of a state department of education where the rules of the game are changing. They represent a reallocation of resources, new approaches to existing problems, and a means of creating impact.

I repeat, these lists are not complete. They do not apply everywhere, but they are designed to help you make some assessments back home.

These I Would Change

(From here on, when speaking of state departments of education, I include myself when I say "we.")

1. *Being so sure we're right and resenting anyone who questions what we're doing.*

For years we have been putting out the word that education is a public function and that we are always glad to hear from the people. Somehow, in practice, it doesn't work out that way. Too many people get ticked off when they dare to venture an opinion that is contrary to ours. This is a luxury we have to give up. We establish an "official position" on something — say the unassailable superiority of the single-purpose teacher education institution or the self-contained classroom or the appropriate balance between general education, professional education, and teaching field in a program for preparing teachers — and woe to him who suggests that other approaches merit consideration. We not only dismiss members of the public out of hand, we seem to take particular pleasure in impugning the motives of persons when they raise an eyebrow at our practices or pronouncements. If we would listen to enough of these people, we might arrive more quickly at a decision to reexamine what we believe. Some of our beliefs will be appropriate for the rest of our lives. Some could stand reexamination right now.

2. *Having an obsession with regulation.*

There are three apparent roles for state departments of education: leadership, service, and regulation. I have placed these in what I consider to be an order of descending priority. While the statutes, of necessity, tend to spell out regulation more than the other two, the department that places its main emphasis there is literally wasting its substance and guaranteeing its ineffectiveness.

In many ways, school systems and colleges are like human beings in their development. When they are weak and small, they need rather constant attention and regulation. As they mature and gain strength and confidence, they need less of this and more encouragement, cooperation, and opportunity to participate in making decisions that affect them.

The department that organizes and employs a staff and makes assignments in order to control what's going on — to make certain that no teacher preparation institution changes a single course offering or admits a single student without prior approval — needs to take a hard look at the other responsibilities. Where is it providing service? Where does it provide leadership? A negative image is bound to develop when regulation becomes the paramount function, because saying "no" is a very visible activity. The opportunity to do positive things gets lost in the shuffle.

3. *Having a passion for parochialism.*

While there is a clear obligation for all of us to take the best from tradition, taking it for its own sake has little merit. If we could remember that state lines are not insurmountable barriers, we might have more acceptance of regional activities, more willingness to encourage staff members to attend meetings out of state (and more willingness to oppose outmoded restrictive regulations that require a governor's signature when a professional employee wishes to cross a state line and be reimbursed for it), more diligence in seeking out-of-state candidates for key positions, more flexibility in certification regulations so out-of-state people can compete, more insistence that a reasonable percentage of out-of-staters be permitted to attend state institutions, and more willingness to accept regional and national accreditation. We live in a time of mobility, and we ought to act as if we knew it and believed it.

4. *Confusing "political activity" with "partisan politics."*

Let me read to you from a 1914 decision of the Illinois Supreme Court (Scown vs. Czarnecki) which notes the political nature of the public school enterprise:

> When school directors levy taxes, they exercise political power of the highest quality. When they purchase school sites, build and equip schoolhouses, employ teachers, and disburse in their discretion, public funds for these purposes, their action is political; it pertains to the conduct of government. It differs in no respect, so far as this quality is concerned, from the acts of highway commissioners with reference to their duties in connection with roads. Neither school directors nor highway commissioners have legislative or judicial powers, but both are administrative officers, engaged in administering that portion of the government of the state committed to them by law. Neither of them exercises any function which is not of a political and governmental character.

The *Oxford Dictionary* defines politics as "the science and art of government: the science dealing with the form, organization and administration of a state or part of one, and with the regulation of its relations with other states." We tend, in our day-to-day discourse, not to define it that way. We either state or imply that there is something sinister, scheming, underhanded, and unlovely about politics. As a result, in our efforts to "keep education out of politics," we have lost many opportunities for creating support and visibility for thoroughly defensible and needed programs. We find ourselves with rules, agreements, or expectations that no one in a department of education will attend a legislative hearing unless he is asked (someone might ask why he was there and not working); that no one will invite the governor to his campus without prior approval; that no one will round up 500 alumni, interested citizens, civic leaders, or friends of the college and have them appear at a budget hearing. Because we need help from both sides of the aisle, we jockey ourselves into the position of not doing much of anything for fear of offending one side. I have two suggestions:

a. If your state is still electing a chief state school officer or having one appointed by the governor, see what can be done about changing the system and having the appointment made by the state board of education. It would also help if the person selected would make the sacrifice of becoming an unaffiliated or independent voter. There is no better place to remove what looks like partisanship than right at the top.
b. Establish an organized state support pattern for education and agree on a program. After it has been identified and price tags attached, tell the world what you're after and why. Don't be afraid to be seen talking to a member of the minority party in a capital corridor, and don't let any public official, elected or appointed, assume that you want favors from him. Let him know that his support is expected because of the intrinsic worth of what is being sought.

5. *Losing the contributions of the many through the domination of the few.*

Every team has its stars, but there is a limit to what the stars can do. In a department of education *ideas* are the vital ingredient for effectiveness and progress. Unless an arrangement exists where an idea can move about unhampered, we limit our potential at the outset. The following quotation from the record of the 1958 American Educational Research Association meeting is indicative. (The speaker is the dean of a college of education.)

> Probably the most devastating effect of the command or domination concept is the ease with which ideas may be blocked in a state education agency; frequently this results in the insistence of the transmission of ideas via channels or chain of command. There should be no channels for ideas! Most essential is the need for an environment in which ideas may incubate and emerge into creative thought and action. It ought not be necessary to have clearance at each level of admin-

istrative authority before an idea can arrive at the desk of the chief state school officer or state policy-determining board. Furthermore, it should not be necessary for the commissioner of education or the state board to grant permission so that the education program or part thereof may be discussed by the subordinate members in the department, nor should there be any feeling of bypassing if the head of one bureau in the commissioner's office confers with another on a matter that affects the general welfare.

If the role of the state department of education in teacher education is to be a meaningful one, there is no room for playing games. Ideas should not only be tolerated, they should be eagerly sought, not just from within the department, but from anyone interested enough in teacher education.

6. *Having "representation" that doesn't represent.*

We have been on a helpful kick for a number of years in education in bringing together advisory groups for special purposes. These groups vary in makeup. At one extreme, all the members of a group advising about technical or vocational education could be industrialists; at the other, all the members of a group advising about professional standards could be (and appropriately should be) members of the teaching profession. To the degree that we have sinned, we have done so in appointing people to these groups whose views tend to coincide directly with our own. When a critic questions what we are doing, he is politely told that he is represented, that teachers or principals or superintendents (or whatever he is) are clearly among the membership of the advisory group, and that he, ergo, is either uninformed or being unreasonable.

While almost everyone likes harmony better than conflict, we are not going to get the stimulation, the questioning, the new ideas that education requires unless we stop reappointing nice little old ladies (of both sexes) who nod in unison with the chairman.

7. *Doing "business as usual."*

I wonder how many states are holding teachers conventions on the same basis they did fifty years ago. In those days, the mental health of a teacher salted away in a one-room school, miles from the bright lights and burdened with setting the educational, cultural, and social fare for the entire district, demanded that she be brought in out of the boondocks for a day or two before winter closed the roads. We have lots of things now that we didn't have then — good roads, automobiles, consolidated schools, lots of contact with educated people, TV, extension courses, institutes, seminars, and the list could go on. But are we doing business any differently? Not always.

If a state department of education (or a teacher preparation institution, for that matter) is doing approximately the same things now it was ten years ago and is not seriously involved in a careful analysis of its mission and the best ways to meet the responsibilities thrust upon it by law, custom, or the times, not only will it be ineffective but it may well lose some of the programs over which it has jurisdiction.

It is possible that a relationship exists between creating new patterns of control for higher education in some states and a disenchantment (based on real or imagined situations) with departments that have merely been doing "business as usual."

Other items could be added to this list. In the interest of reasonable brevity, let me turn to the other listing, which, to a degree, represents the other side of the same coin.

These I Would Encourage

Just as the negative items do not occur everywhere, or all in one place, neither are these found lacking everywhere or all lacking in one state. They are the type of activities that I believe merit support. You might ask yourself to what degree they, or other activities like them, occur in your state or should be encouraged to occur. In all instances, supporting them will entail working closely with other agencies or institutions. There are very few one-man shows left, and almost none for state departments of education.

1. *Being a watchdog with respect to federal programs.*

A great many of us fought for years for federal support for education, and we aren't altogether happy with what has been passed. The principle of assistance is sound, but the speed of passage, plus the apparent disregard for objective opposing points of view, has left many people wondering just what has happened and where it all might lead.

No one in this audience will live long enough to see these programs substantially reduced or withdrawn. With particular reference to those acts that bear on teacher education, I would pose four questions for a state department of education in the hope that they might suggest appropriate courses of action:

a. Who is assessing what is being done? I don't think it is unfair to say that there was little or no discussion at the state or institutional level of many of these programs at the time of their conception and passage. Shouldn't there be some now? Shouldn't an "agonizing reappraisal" (to use John Foster Dulles' term) be made of what is going on? And if we think some changes should be made, shouldn't we say so? I think the state department of education has a great opportunity here to bring together knowledgeable people and take a measure of what we're getting for our money.

b. Who should fill the void in providing consultative service now that the U. S. Office of Education seems bent on becoming a foundation for the disbursement of federal funds? I am advised by persons of considerable tenure in the U. S. Office that they have real qualms about sending what amounts to form letters to people or institutions who write seeking counsel stating that, "We no longer provide this service." If such is the case, is there not an opportunity for state departments to do more? The problems are not going to go away, nor will the questions cease.

c. What changes are being made in teacher preparation programs as a result of holding teacher institutes? NDEA institutes were designed to improve the performance of teachers. Much has been claimed for them, and I would assume that the claims have reasonable validity. I doubt if the public or members of the teaching profession are well informed as to the magnitude of this operation. As of now, approximately forty thousands teachers have been involved in these programs, and hundreds of institutes have been held. During the summer of 1966 and the next fiscal year, $32 million will be spent on the institute program. My question for state departments is: What impact has this had? What should the role of the state department be if it discovers that an institution has summer institutes in the "new physics" but hasn't incorporated the "new physics" into its regular undergraduate offering?

d. Many of the "innovative" and "creative" programs being put together so desperately by local school districts these days in hope of gaining federal dollars involve both the institutions that prepare teachers and the private and parochial schools in the area. What is the role of the state department of education in seeing that something of permanent value comes out of these "near shotgun" weddings? There will be days when tragedy and hard feelings can be averted if there is an objective and interested third party available who has been involved from the beginning.

2. *Changing staffing patterns.*

While legislative approval is required, in most cases, to accomplish it, I suggest there is merit in changing the staffing pattern in state departments of education in order to attack more systematically some of the problems facing us. At a time when staffs are being augmented through the use of federal funds and increased legislative appropriation, I suggest that simply adding additional persons on a permanent basis may not be the answer. Reducing the size of the present permanent staff might be impractical, but attempting to maintain it and utilizing additional funds at the same time to establish task forces that could carry out specific assignments and studies within a prescribed time limit and then be disbanded might have merit. Persons who might not now consider employment in a state department could be employed on an on-leave basis; persons with competencies directly related to a particular task could be identified and sought out; intensive sustained activity could be carried on; visibility, impact, and eligibility for further funding would all increase. There is even a possibility that public and legislative concerns over proliferation might be lessened by this approach.

State departments of education are actually institutions. They need to be desirable, attractive, active places. They need to possess a climate that will attract outstanding people. I make this suggestion as one means of providing such a climate.

3. *Defining the task of a teacher in terms of reasonable assignment.*

Tim Stinnett, recently of the NEA, claims that the teaching assignment, as it operates in most places, is unmanageable. Anyone who looks intently at what a teacher is expected to accomplish these days will have a hard time disagreeing with Mr. Stinnett. We tend to expect wonders of people who are inundated with detail and who may not be especially prepared for much of what they are doing. Education is a process designed to *change* people, and we may not be making it particularly possible for that to happen. Would it not be productive for state departments of education to take the lead in examining the following questions?

a. How much effort, at any time, is put into helping teachers really understand the process of change? Do most teachers have perceptive insight into what changes a society or what must happen to an individual if he is to alter a belief, accept new dimensions to a problem, or see himself as a user of information rather than a storer of it?

b. How can the teaching task be divided so that better education results without creating anxiety and fear on the part of teachers? Experiments that from the outset involve teachers, administrators, faculty members from teacher preparation institutions, representatives of selected disciplines (and even a lay school committee member or two) just might determine whether paraprofessionals or aides or part-time teachers or team teachers might really be of assistance in getting the job done. Somehow, there must be encouragement for the schools to diversify tasks and assignments.

c. Is there any reason why a public school teacher should not look forward to a teaching load comparable to that of a college teacher? And is there any reason why a state department of education should not take the lead in seeing how this can be brought about? I have heard all the arguments for self-contained classrooms and have tended to accept them, but I am beginning to wonder if the total task isn't getting unmanageable for one person. Our best teachers are running out of patience with us. We expect too much and provide too little.

4. *Implementing the clinical aspect of the professional segment of teacher preparation programs*

Many of us are old enough to have watched teacher preparation programs move from two or three years to four, and now we are seeing an increasing number of states requiring five years for full certification. I agree with all this, but I am concerned that we may be moving toward five years of preparation before presenting students with the reality of confronting kids. Teacher educators have known for a long time, and surely long before Mr. Conant said so, that the clinical experience — the practice teaching or the internship — is a critical factor in the whole teacher preparation process. No one that I know is satisfied with it. I would propose that state departments interest themselves in the development of improved clinical experiences by taking the following actions:

a. Working closely with colleges and school systems in determining what we want the students to experience. This is where we tie theory and practice together. This is where there should be (and sometimes aren't) agreed-upon means of testing what is going on, a constant evaluation of and a constant feedback for program improvement. Part of the reason we have not been working together too well may rest in state departments' letting everyone else know that the legal power is theirs and that they have the right to say the final word. Maybe they have, but the best use of power may be in not using it. When representatives of institutions, school districts, and state departments agree on what is to be done, they should also agree on what controls will be introduced. State departments will serve a better role as catalysts than they will as czars in matters of this kind.

b. Working out regulations that permit a variety of arrangements, including those necessary for students who are available only on a part-time basis.

c. Identifying means of institutional cooperation, particularly where there are geographical considerations.

d. Devising means of permitting students to have the most appropriate clinical experience, not just one that is close to the college or close to home or in a situation where someone had to be dragooned into agreeing to take the student. Appropriate legislative support for both students and colleges involved in this activity will be required.

e. Making it possible for subject matter people to be used as consultants. If the clinical experience extends over a pregraduation and postgraduate period and is tied in with induction into the first full-time paid position, what better arrangement could be made than involving these people? They wish to be involved, and here is an opportunity for keeping current on what should be taught in a given field. We lose a great many young people after they've taught a year or two. A clinical experience that extends through the induction period might reduce the toll a little.

5. *Making in-service education meaningful.*

If we recognize that teachers, like other professional people, need to keep up to date or to sharpen their skills, then we approve of in-service education. Where some of us get off is in the matter of the forms that in-service education takes.

For too long, we have been lining teachers up and having them undergo courses, workshops, seminars, and institutes for the wrong reasons, usually centered around these two:

a. We think it will be good for them.
b. They are within walking distance.

It is time that a little more attention is paid this matter, and I believe state departments are the logical agencies to take the lead. Again working with teachers associations, school administrators, school committees, and teacher preparation institutions, departments might move on the following:

a. Determining which problems, or types of problems, require a greater degree of skill than teachers on the scene can provide.
b. Identifying various methods of obtaining that competence.
c. Arranging for released time for teachers in order that they might participate in discussions and whatever action, or in-service education, programs emerge.
d. Convincing school committees that they should accept these programs for pay purposes.
e. Arranging for appropriate credential credit in the state certification office.

We have been doing things *to* teachers for a long time in this area. Let's do things *with* them for a change.

6. *Establishing more productive relationships with other agencies.*

Teacher education used to be pretty much contained on the campus, with the training school tucked away in one corner serving faculty children and a few more off the top of the waiting list. Those days are almost gone. We have students in inner-city schools as well as the plush suburbs, child-study centers on campus, cooperative experiments with school systems, consultative services both in and out, federal grants, institutes, work-study programs, involvement in OEO weekend programs, students and faculty in Head Start programs, the Peace Corps, and the Teacher Corps. These are valuable involvements. They will add new dimensions to teacher education. They also create considerable frustration for busy people who have to add new tasks without relinquishing old ones. Instant programs do not provide instant people, and there are resultant personnel problems.

I believe the state department of education can be a great factor in easing this situation. Assistance already exists, but I believe it can be increased in many cases. Thought might be given to having the department:

a. Maintain a central file of basic information about agencies with which institutions are already working, plus any relevant new agencies that are formed. A college should not have to call Washington to find out who's in charge of the community action program in its county.

b. Solicit comment from institutions about working relationships with these agencies. Formal reporting should not be required. Before a college signs up with the state hospital, it might be helpful to know that three other colleges have already tried to work with the director of psychiatric services and quit in disgust.

c. Provide consultants on a short-term loan basis to colleges undertaking new contractual relationships to see them through the basic design and contract stages.

d. Channel to the colleges information about needed research, research findings that bear on certain problems, and the identity of particular school systems or agencies with whom productive working relationships could be established.

e. And most important, contribute to the design of and participate in the evaluation of what emerges from these arrangements.

7. *Subjecting ourselves to evaluation.*

If state departments are to have a role in teacher education, it should be a meaningful one. Some of the people who know best how meaningful that role actually is are the clients of the department — the people who are led, served, or regulated; the people who prepare teachers; the people who teach in the public schools; the people who administer and guide. What do they think of us? How do they think we're doing? Do we care?

If there is a genuine interest in a state department of education to improve its services, it can develop or secure evaluative procedures which will permit a variety of groups to register approval or disapproval of what is going on, make suggestions for change, and offer to be of assistance. I am not suggesting public criticism, to be splashed across the newspapers, but an "in-the-family" professional dialogue based on client reaction. Feedback of this type would surely help in setting up an improvement program.

The role of state departments of education in teacher education is too important not to have a built-in self-renewal process.

There are many more things to be said about the role of state departments of education in teacher education. My comments have been directed toward stimulating your thinking at this conference, but I hope they will also prompt activity back in your home states, activity that will involve colleges that prepare teachers, the public schools, the professional associations, administrators, and many others in examining the role your state department is actually playing in teacher education. Whether that role is appropriate and what, if anything, ought to be done about it is for you to decide. Many of you will find an excellent state of affairs, but for those of you who do not, I offer these concluding remarks:

For the Dynamic Duo of Batman and Robin, there is always a second installment — the happy ending, the solution of one problem and the introduction of a new challenge with the assurance that it, too, will be met. But that's television. For *our* Dynamic Duo, happy endings are not guaranteed. We live with complex escalating problems that do not lend themselves to a thirty-minute cure. Our viewers have little assurance that we will solve our problems or even that we are working together imaginatively to get them solved.

Each Wednesday evening just before the conclusion of "Batman," the studio announcer asks several questions of viewers designed to sustain the tension brought on by the adventure. They have great meaning for the younger viewers of that program. May I ask them of all of us here:

1. Where is our Dynamic Duo?
2. What will become of them?
3. Who will do their work while they are away?

BROAD POLICY CONCERNS AND DIRECTION FOR A STATE DEPARTMENT OF EDUCATION IN TEACHER EDUCATION[1]

J. R. Rackley
Superintendent of Public Instruction
and
Norman A. Miller
Director, Bureau of Teacher Education
Pennsylvania State Department of Public Instruction

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The Setting

The state department of education (SDE) is a unit of government whose primary function is to ensure an appropriate education for the children and youth of the state. This function is established by the state constitution, acts of the state legislature, regulations of the state board of education, and procedures established by the chief state school officer. The regulation of the preparation and certification of teachers is part of it. From this setting comes the central question of this paper: *What should or could be the future extent and nature of this function?*

In an attempt to answer this question twelve years ago, the Council of Chief State School Officers identified three major responsibilities within the SDE's role in teacher education:

1. Education of professional school personnel.
2. Legal accreditation of institutions and programs for the education of teachers.
3. Certification of professional school personnel.[2]

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[1] While this paper deals with state departments of education generally, it necessarily reflects the experiences of the authors in but one such agency. It is natural to generalize from this experience and assume that other state departments are quite similar, but, of course, this is not the case. The authors' observations and comments may tend to be limited to the situation in Pennsylvania or to the Eastern United States; therefore, the reader will have to supply appropriate limits for his own situation.

[2] Council of Chief State School Officers, Study Commission. *Responsibilities of State Departments of Education for Teacher Education.* Washington, D. C.: the Council, 1954. p. 1.

The Council indicated that these responsibilities "are inseparable and interdependent." If the three elements were inseparable in 1954, they appear even more so in 1966.

The 1954 bulletin was an excellent job of outlining and analyzing the many facets of the functioning of SDEs which are related to teacher education. Its many suggestions have relevance today, and there would be value in reviewing them here. But we would rather develop the major policy concerns in teacher education faced by SDEs in the current milieu. We do recommend a review of the 1954 bulletin, however.

The concerns which follow were nearly all outlined in the bulletin. The attempt here is to analyze them in depth in light of current social and educational conditions and to examine some new problem areas.

Broad Policy Concerns

Improving Teacher Preparation

1. *Through Certification.* We believe the preparation of teachers cannot be improved by manipulating detailed course and credit requirements in the state capital. On this point we differ completely from the position stated in the 1954 bulletin. Lucien B. Kinney has ably pointed out that "certification is a civil service operation."[3] Its main function has been to provide a pool of persons to man the classrooms of the state. Certification standards are breeched constantly and adjusted frequently as teacher supply and demand shifts. Certification, broadly conceived, gives focus to the professional preparation of teachers, but individually applied, it may go somewhat awry. Individual differences are not taken into account in blanket certification standards. We are convinced that the improvement of teacher preparation must take place largely at the point of initial preparation — in the colleges and universities, with the close cooperation of local school systems and with attention directed to individual needs within the context of general certification requirements.

2. *Through Program Approval.* Many SDEs have attempted to avoid pitfalls by using the approved-program approach to certification in which the programs leading to certificates in each teacher-preparing institution are reviewed and approved when they meet certain criteria. Unfortunately, in many states the "criteria" that are applied are merely the credit-hour specifications of the certification regulations. In these states, SDE staff persons "approve" programs from their desks in the state capital simply by checking college catalogs or elaborate questionnaires filled in by college personnel. We submit that such a procedure is merely a shortcut around traditional transcript analyisis and has little direct relationship to improvement of teacher education.

Program approval as practiced by the Pennsylvania SDE and a few other states is one way of directly affecting programs in the preparing institutions. Teams of professional educators and academicians, with some SDE personnel, visit each campus, analyze the teacher education programs, and make recommendations for their improvement. All elements of the certificate programs are examined, including general education and subject matter specialization.

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[3] Kinney, Lucien B. *Certification in Education.* Englewood Cliffs, N. J.: Prentice-Hall, 1964. p. 128.

The crucial questions are: Are the program objectives coherent, consistent, and complete so that graduates are adequately prepared to teach successfully in the public schools? Is the program organized and administered so that the objectives may be achieved? Are there sufficient and appropriate human, financial, and educational resources available to achieve the objectives? Does the curriculum provide all the elements necessary to achieve the objectives, and is the program flexible enough for individual students to pursue an appropriate curriculum? Are the graduates competent beginning teachers, and are only competent beginning teachers recommended for certification by the institution?

Programs that meet this kind of test are granted approval status and the graduates are automatically certified without having their transcripts analyzed.

In order to improve teacher preparation through such an activity, the SDE must have sufficient highly qualified professional staff members. We urge SDEs to establish within their structures a teacher education unit that can competently conduct the approved-program approach. Like the institutions we evaluate, we cannot carry on a worthwhile activity without adequate numbers of well-prepared personnel.

This kind of activity, like most of the concerns discussed in this paper, calls for an enlightened, cooperative, candid rapport between teacher-preparing institutions and the SDE. And this rapport should include not only these two groups but public school personnel as well, as described below.

Responsibility for Teacher Education

A second broad policy concern is the placement of responsibility for the preservice and in-service education of teachers. Preservice teacher education has traditionally been assigned to institutions of higher education. Undoubtedly it is still considered in this light by many persons. The continuing education of teachers likewise has largely been related to post-baccalaureate programs, with little attention given to it by the public school. We propose that both preservice and in-service teacher education become a carefully structured working relationship between higher education and the public schools. The SDE appears to us to be the logical initiator, catalyst, and supporter of this cooperative relationship.

The professional teacher educators are in the institutions of higher learning; the practicing teachers and the curriculum are in the public schools. One reason for the much discussed gap between theory and practice is undoubtedly this separation between persons who develop theory and conduct educational research and those who practice their profession in the public school classroom. This gap has been so wide as to be seldom crossed except by the boldest of educational pioneers.

Supervisor of Novice Teachers. The SDE might help reduce the gap between theory and practice and institutionalize the partnership between public schools and colleges at the point of student teaching and beginning teaching. Generally, student teaching is considered the responsibility of the college or university. Yet, this creates an attitude by public school personnel that they are doing a favor for the college when they accept student teachers. Conversely, college personnel are put in the position of soliciting help from public schools to supervise their student teachers.

By institutionalizing the role of the public school in the continuing preparation of beginning teachers, the state could tie together the preservice and in-service education of teachers. The agent for this function could be a new kind of professional — a general supervisor, a master teacher, a clinical professor, or what have you. He would be responsible for inducting the novice teacher into the profession. He might serve on a joint appointment with both the college and the public school, or even as a full-time member of the school system responsible for thorough induction of all beginning teachers to the point of full tenure and for coordinating a program of student teaching if there is one in the schools. A cadre of these supervisory specialists, perhaps one for each ten beginning teachers, could give new teachers the kind of help so frequently discussed but so infrequently achieved.

Parenthetically, it should be pointed out that larger school systems, as now generally organized throughout the nation, have been justified in part on the grounds that they could support this kind of supervisory assistance to teachers. It seems to us that these school systems should be called upon to produce the kind of service for which they were organized. Here again the SDE should exercise its leadership in establishing models and in securing the human and financial resources to help school systems operate effectively in this role.

The expert supervisor of teachers should be thoroughly trained in such skills as the observation and analysis of teacher and pupil behavior. Some systems of behavior analysis should be in the supervisor's professional repertoire, such as those developed by Withall, Flanders and Amidon, Mitzel and Medley, Bellack, Hughes, Smith, and others. The expert knowledge and skill required to use these techniques properly could be acquired through training by teacher educators in the universities, extending the collaboration between higher education and the public schools, with the encouragement and sponsorship of the SDE.

Area Program and Service Center. A close association between teacher-preparing institutions and the public schools could be established through an agency which we have named Area Program and Service Center, supported by the SDE, cooperating school systems, and institutions of higher learning. In strategically located centers, college and public school facilities could be drawn into close association to attain mutual objectives. For the public school participants, these objectives would relate to improved curriculum and instruction in the schools; for the higher education personnel, the objective would be feedback data to test theories and hypotheses.

Much of the training of the expert supervisors previously discussed could be conducted through these centers. They could also be the agencies for developing and testing new and improved teacher education programs.

The SDE might provide financial assistance to help teachers work in Area Program and Service Centers for full-time advanced professional study. Also, support could be provided for the professors assisting the centers in their work. The centers obviously could be a locus for advanced graduate students conducting field research and other specialized studies. Still another service could be the development of research-based course guides and bibliographical material for the local schools. Cooperative work in the Area Program and Service Center could produce numerous rewarding outcomes for professors, public school staff members, and SDE personnel. In Pennsylvania we are studying the possibility of establishing such centers in intermediate units which are scheduled to replace the county educational offices.

Certification and Continuing Teacher Education

We have a genuine concern for the continuing professional education of teachers. Presently in many states, teachers, by law or by state board regulation, must secure additional college credit in order to continue the initial teaching certificate in force or to make it "permanent." This practice involves a type of coercion that does not lead to professional responsibility. We believe the state should require superior college-level preparation for certification, provide for expert supervision of beginning teachers for a period of three years, and then remove itself from further certification activity. Local school systems, perhaps with state financial support, the help of teacher educators associated with the Area Program and Service Centers, and the assistance of professional standards committees of the teachers organizations, should provide the stimulus, where needed, to encourage teachers to continue their education for improved competence.

The stamina and the dedication to complete three years of successful teaching, plus the optimum collegiate preparation necessary for regular initial certification, should be sufficient grounds for extending a certificate indefinitely. A regular certificate should normally be invalidated only in case of malpractice or of nonpractice for an extended period of time. The determination of appropriate continuing teacher education is not a function to be performed by the SDE. Such decisions can be made intelligently only at the local level. Attempts to compel teachers to keep professionally current by means of certification regulations do not, in our view, normally meet with wide success.

We believe that this approach to continuing education for competence can be properly shifted to local school systems for the same reason we expect local systems to be able to assume a larger role in supervision of novice teachers: the school systems are becoming increasingly better organized and staffed. We also believe that placing this responsibility at the local level can have a desirable effect on the problem of misassignment of teachers that has recently been so well defined by the National Commission on Teacher Education and Professional Standards.[4] Misassignment problems could be considerably relieved by proper kinds of in-service education. Again, with help from colleges and universities and expert supervisors in the Area Program and Service Centers, continuing education and improved teacher assignment should be possible.

Federal Funds, SDEs, and Teacher Education

A constant concern today is the influence, or intervention, of the federal government in state and local educational activities. There are relatively few past examples of the federal government's channeling funds through SDEs to support teacher education. Most federal funds related to teacher education have been distributed directly to institutions and to teachers themselves. For example, the U. S. Office of Education has provided funds directly to institutions for teacher education programs under the National Defense Education Act. The National Science Foundation also provides direct assistance to colleges for programs of teacher education. The Higher Education Act of 1965 authorizes money to go directly to institutions for Experienced Teacher Fellowships and to local school systems for the National Teacher Corps. The SDEs, except for consultation on occasion, have not been directly involved.

However, federal funds appropriated under Title V of the Elementary and Secondary Education Act of 1965 for "strengthening state departments of education," have some relevance to teacher education. Some SDEs are using part of these funds to help improve teacher education. The SDE in the State of Washington, for example, is using ESEA Title V funds for this conference on "The Role of the State Department of Education in Teacher Education." The New York SDE is conducting a conference on a topic related to teacher education — "Interstate Reciprocity in Teacher Certification." The Pennsylvania SDE is conducting an ESEA Title V project to study problems connected with student teaching and to produce proposals for action.

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[4] National Education Association, National Commission on Teacher Education and Professional Standards. *The Assignment and Misassignment of American Teachers.* Washington, D. C.: the Commission, 1965. Complete report, 68 pp.; summary, 36 pp.

SDEs can also be useful in providing expanded opportunities by wise use of other federal funds. One SDE, for example, had staff members work with certain institutions to apply for and secure NDEA summer institutes that directly supported the specific teacher preparation necessary to implement curriculum development plans the SDE was introducing in the public schools. Another SDE has used a large share of the NDEA "administrative funds," which could have been used for employing more SDE staff, to pay fees to professors to conduct in-service courses for thousands of teachers each year.

Compact for Education

It is possible, even probable, that the interstate Compact for Education may have an impact on teacher education, although nowhere in the report of the planning session of September 29-30, 1965, in Kansas City, is there specific mention of teacher education. The closest reference appears to be in Article IV, Item 2, of the Compact, which says that the governing Commission shall have authority to "*encourage and foster research in all* aspects of education, but with special reference to the desirable scope of instruction, organization, administration, and instructional methods and *standards employed or suitable for employment in public educational systems.*" This reference seems to have some relationship to teacher certification and thus, perhaps, to teacher education.

The fact that the "primary purpose of this Compact is to join the political and professional and lay leadership in education into a partnership for the advancement of education" definitely raises the probability that further improvement of teacher education could easily become a major concern of the Compact when it becomes operational. We believe that leaders in each SDE should study the Compact closely, keep in touch with the Compact Commission members from their own state, and possibly propose apropriate action toward improved teacher education to the commissioners. Considering the potential influence of the Compact, SDE leaders will want to be ready to suggest desirable activities and directions for teacher education.

Teacher Supply

One broad teacher education policy concern that needs to be placed in proper perspective is the education of appropriate kinds of teachers in sufficient quantity. The concern here is not simply with supply and demand statistics but rather with the education of thousands of individuals (and the concurrent allocation of resources that go into their education for teaching) who, after completing preservice preparation, never enter active practice. This is a constant drain on the resources that preparing institutions and the state pour into teacher education, with no direct return on the investment in terms of the need for teachers. The time and money that could be saved on the supervision of the student-teaching experiences for these persons is extensive. Perhaps better counseling would be helpful. At any rate, SDEs should be aware of the problem and take appropriate action to ameliorate it.

A related problem is the serious teacher shortage in some fields and oversupply in others. The most critical shortages appear to be in elementary education, special education, and some special fields such as industrial arts. There may be an oversupply in social studies, history, and men's physical education (and to some degree in English and biology). While this may not be a teacher education problem per se, it is certainly related to the broad policy concerns of the SDEs and to the counseling and guidance process which must be a part of any good teacher education program. In this age of the computer we can hardly put off the task of collecting, analyzing, and disseminating information which can be used by teacher educators, students, and parents in making decisions about careers in teaching. Some persons respond to the suggestion that prospective teachers be counseled away from areas of oversupply and into areas of undersupply with the quip, "This is a free country and you can't *make* the student avoid preparing for overcrowded teaching fields." We say to this that the SDE cannot afford to allow such waste of resources and talent because of inadequate information. If more information about teaching opportunities might help to avoid this waste in teacher education, then SDEs are obligated to secure and disseminate that information and to make every effort to encourage its use.

Research

Perhaps the most significant policy concern for SDEs at this point in the development of the education profession has to do with research in teaching and learning. Research specialists who are employed or sponsored by the SDE are in a unique position to secure information on teachers from all the public schools and nearly all the teacher-preparing institutions of the state. Teacher educators in many of the smaller colleges and in state colleges would welcome the opportunity to collaborate in significant statewide projects managed by SDE-connected research specialists. The unique position enjoyed by SDE research specialists is extended also to the schools in connection with needed research. The Area Program and Service Centers would be an ideal locus from which these specialists might serve the teacher-preparing institutions, the schools, and the SDE.

Direction for the Future

The authors claim no special talent for predicting the future. The statements which follow are simply a projection of what we believe will happen if SDEs deal effectively with the broad policy concerns just discussed.

We see the SDE emerging as a significant influence in a unified process of preservice and continuing education of teachers, a process marked by institutionalized cooperation between teacher-preparing institutions, public schools, and the SDE. Further, we see the SDE operating largely in a harmonious leadership and assistance role as it deals with schools and teacher-preparing institutions.

We also see competent and outstanding teacher educators in increasing numbers on the staffs of SDEs, helping to guide the SDE in its teacher education functions.

We are aware that some SDEs have been quite influential in affecting the course of teacher education within the state. In our view, though, SDEs generally have *not* been very influential in the work of improving teacher education. This circumstance must be changed, and we believe that the future role of the SDE in improved teacher education will be significant and will be welcomed by both the schools and the colleges and universities.

We know that as the SDEs improve and enhance their roles in teacher education, it will be through the exercise of skill in human relations, restraint in the use of authority, and perception in the tasks they undertake. The personnel of SDEs, therefore, must be exceptional people, both in their preparation for their work and in their talent for its performance. And this is not too much to ask in terms of the responsibilities which will be theirs. We are confident that with people of high caliber manning SDEs, considerable progress will be made.

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THE FUTURE OF TEACHER EDUCATION: IMPLICATIONS FOR A STATE DEPARTMENT OF EDUCATION

James C. Stone
Professor of Education and Director of Teacher Education
University of California at Berkeley

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The future of teacher education, indeed, the future of all education, is irrevocably tied to the future of society. The most fundamental "truth" about American society today is, in Margaret Mead's words, that it is "changing faster than a generation."[1] To keep pace, education, too, must be characterized by change.

What we must deal with, then, in considering the future of teacher education, is the development of a strategy for bringing about constructive change and innovation. There are many different theories about how this might be accomplished.

One strategy which often has been used in the past is the "criticize from without" technique of the Bestors, the Koerners, the Rickovers, et al. A longer, slower, and more painful procedure is persuasion or research and experimentation. Another successful method of promoting change is the "bore from within" technique used by the NEA's TEPS Commission. "You work as an agency of the establishment to bring about change," is the way it has been described by Davies.[2]

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[1] "Our real problem today is that we are living in a world that is changing faster than a generation. Up to the present virtually, even with the rapid change that has come with the industrial revolution, on the whole, change was not so rapid that it could not be assimilated and taught to the next generation by people who learned it as they went. And now we have moved to a position where this will not work any more. This is new, and I think one of the troubles with this, to some extent, is that we are beating our breasts over our failure to live in a way we had not been called upon to live in before." Mead, Margaret. "Changing Teacher in a Changing World." *The Education of Teachers: New Perspectives.* Report of the Second Bowling Green Conference. Washington, D. C.: National Commission on Teacher Education and Professional Standards, National Education Association, 1958. p. 125.

Then there is coercion, often accomplished by state departments of education through the adoption and enforcement of standards, rules, and regulations. Finally, there is the "carrot technique" of holding extra funds before the institution or school district as a reward for change, or giving special grants or "seed" money to induce it.

Most recently, the strategies of coercion and venture capital have been given dramatic testing as agents for change in teacher education. This paper will discuss each of these theories, the results obtained, and their implications for a state department of education.

Teacher Education by Legislation

Change by coercion, through the revision of state certification requirements, has been attempted extensively in California. Beginning in 1961, such legislation has been heralded by lawmakers as the agent of a "revolution" in teacher preparation.[3] "The California scene will be watched attentively by a nation struggling with similar problems. It can provide a model for other states," said an editorial in the *Phi Delta Kappan*.[4] But what kind of a model — one to be emulated by other state departments of education or one to be discarded as a questionable strategy for bringing about reform in teacher education?

To answer this question, we must first take a look at what the new legislation did and did not do in California and then analyze its effect on the education of teachers.

One overriding change in the preparation of all teachers (elementary, secondary, junior college) permeates the new legislation. This is the Fisher Act's sharply defined distinction between academic and nonacademic subject matters. The "academic subjects" in which teachers may major are defined as follows:

1. The "natural sciences" [which] means the biological sciences and the physical sciences. . . .
2. The "social sciences" [which] means anthropology, economics, geography, history, political science, psychology, sociology. . . .
3. The "humanities" [which] means the literature and languages (including rhetoric), and the philosophies, of great civilizations past and present (except studies in social sciences, natural sciences, mathematics, and fine arts). . . .
4. "Mathematics" [which] means courses in the foundation of mathematics, including number concepts and theory, algebra, geometry, analysis (including calculus), and probability theory. . . .

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[2] Davies, Don. National Symposium on Teacher Education, Stanford University, October 22-23, 1965.

[3] Stone, James C. "Teacher Education by Legislation." *Phi Delta Kappan* 47: 287-91; February 1966.

[4] *Phi Delta Kappan* 44: 357-58; May 1963.

5. "Fine arts" [which] means the history, theory, appreciation, and criticism of art, drama, and music, including practices incidental thereto. . . .[5]

> Where there are a number of laws drawn up with great exactitude, it is proof that the city is badly administered, for the inhabitants are compelled to frame laws in great numbers as a barrier against offenses. — *Isocrates*

Eliminated as subject matter are education and education methodology. Also excluded as "nonacademic" are all subjects which appear to include principles of application, such as agriculture, architecture, business, conservation, engineering, forestry, home economics, industrial arts, journalism, law, librarianship, nursing, nutritional sciences, physical education, social welfare, and the like, whether or not these subjects are ones the teacher will teach. Thus, not only are fields of study in colleges and universities arranged into respectable versus nonrespectable groups, but teachers in the public schools, on the basis of their majors, are labeled first-class or second-class citizens. This would appear to be a definition by laymen which few schoolmen or college faculties have been able to reach. It marks an encroachment by the state into the curricula of colleges and universities — both public and private — in California as well as of any institution in the nation from which a prospective teacher migrates over the Sierra Nevadas into the Golden State.

The Fisher Act was truly revolutionary in the changes it mandated for the preparation of elementary school teachers. The revolution is not so much in terms of professional preparation as in terms of subject matter and general education. Now the candidate must major in a subject other than education: if in an "academic" field, no minor is required; if in a "nonacademic" field, an "academic" minor is necessary. The amount and kind of general education is specific; formerly there was no mention of it. Also specified is a course "in the theory of the structure, arithmetic, and algebra of the real number system or three semester hours of course work in calculus," and in addition, "the applicant shall demonstrate competence in composition either by passing a *course* in composition or by passing a *special examination* given by the institution in lieu of the course." Obviously taking a page from the preparation of college and high school teachers, the act requires that the prospective elementary teacher also must be a specialist in a discipline, despite the fact that it will be but one of nine disciplines he normally is required to teach.

Some Immediate Effects

The effective date for the Fisher Act changes was January 1, 1964. But hardly had institutions recovered from the shock and begun to retool their curricula when the State Board of Education began a piece-by-piece series of changes. At a recent meeting, a member noted that the Board had made eighty-one changes in credential requirements since the act became effective.

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[5] *California Administrative Code*, Title 5: Education, Group 4, Article 1, Section 6200.

Prior to 1961, the Education Code provided that changes in requirements for credentials must remain in effect for four years. But at the 1961 legislative session, this provision was modified so that the Board could make changes at any time. "Any time" over the past four years appears to have been whenever the Board has met.

> To change the concept of the law every month makes a mockery of its majesty and a yo-yo of its practice.
>
> —Dissent in the case of the Commonwealth of Pennsylvania vs. Rozanski, Pennsylvania Superior Court. Reported in *Law Week*, Vol. 34, p. 2155.

Among the many changes are the following:

1. The fifth year for elementary and secondary school teachers may be postponed and completed over a period of five years for secondary school teachers and seven for elementary. Both the teacher who has completed the fifth year plus *all* specified requirements and the one who has completed only four years and *few* of the specific requirements may be granted a regular standard teaching credential entitling them to equal employment opportunities and such special privileges as tenure.
2. Provisional credentials which do not entitle the teacher to equal employment opportunities or tenure may be granted to elementary teachers (with ninety semester hours) and to secondary and junior college teachers (with a bachelor's degree) on the basis of a statement of need by the employing school district.

Some Pluses

As originally conceived and implemented, there were some real pluses in the Fisher Act:

1. Definite encouragement was given to California colleges and universities to develop five-year programs, with liberal education concentrated in the undergraduate years and professional education postponed to the fifth year. With students exempted from requirements in professional subject matter in the undergraduate years, professors of arts and sciences were free to guide them in acquiring a broad liberal education. Similarly, education professors, with the students free of academic requirements in the fifth year, were able to develop a functional postbaccalaureate professional education curriculum, interweaving technical content and clinical experience in a continual stream so that theory illuminated practice and practice made the theory significant and meaningful.
2. Education in content fields was emphasized and a better balance was achieved between teaching field specializations and professional education.

3. Priority was given to the development of postbaccalaureate internship programs of teacher education. By placing this method of teacher education first in the statement of credential requirements, the State Board encouraged some institutions to develop and offer only internship paths of teacher preparation, while others developed internships as alternative patterns. Thus the State Board capitalized on this newer way of preparing teachers, a way once available only to those few institutions favored by the large private foundations.
4. A new sense of rigor in the education of elementary school teachers has been infused by the requirement of concentrated study in the content field or fields in which the prospective teacher would teach. In some institutions the new rigor was a challenge which attracted into teacher preparation students of generally higher academic caliber than had been the case with an education major.
5. All institutions had to reevaluate their total offerings for the education of teachers to be certain they met the new requirements. For a few, the process was one of merely changing labels, i.e., titling courses under "academic" which formerly were "education." But for most, the reexamination resulted in basic curricular reforms and the development of some new and experimental courses and sequences. Hence, this reform must be listed as perhaps *the* major plus of the Fisher Act.
6. School districts have made a new effort to limit the assignment of secondary or junior college teachers to the areas of their teaching majors and minors.

These gains were to the credit of the new legislation as initially implemented by the State Board of Education.

Some Questionable Results

However, the high standards prescribed in the Fisher Act have been watered down by subsequent legislation and acts of the State Board. An objective look at the old and the present requirements gives cause for serious contemplation:

1. In both pre- and post-Fisher Act requirements, standard certificates with all requirements completed have coexisted with standard certificates granted on "postponed" or "partial-fulfillment" requirements and with provisional credentials. In this sense, nothing basic has been changed, only the details.
2. In the pre-Fisher period the state was plagued by a multiplicity of credential types — fifty-seven to be exact. In the post-Fisher requirements this number has been regrouped into five credential types, but because of their specificity, each of the five is a credential system within itself. For example, there are 81 combinations of majors and minors for the elementary specialization. In the secondary specialization, 59 major-minor combinations mandate the

teacher's field of assignment. All 140 are under the tent of a single teaching credential!

3. Both the pre- and post-Fisher Act requirements have been established by legislatures of goodwill and implemented by conscientious state boards. Yet high standards have not been maintained. Why?

It is my contention that certification standards wax and wane according to the winds of teacher supply and demand. A reading of the history of certification clearly supports this theory. No state has held the high-standards line when so doing would cause classes to go without an adult in charge (I hesitate to use the word *teacher*). Thus, in both pre- and post-Fisher Act periods, the State Board has adjusted the standards to the availability of personnel.

What is emerging from the present California scene is a reaffirmation of an age-old lesson, namely, that a state cannot maintain certification standards so high that the immediate supply of teachers is restricted.

From California's experience over the past decade, it seems safe to conclude that neither the old nor the new credential requirements faced squarely the basic issues: What purposes should state certification serve? And then, what requirements would achieve these purposes?

The worst that can be said of the pre-Fisher standards — and it often was — is that the requirements were too specific, too cumbersome, too rigid, too unintelligible to any but the technical personnel in the Credentials Office in Sacramento. Then, the overspecificity was in professional requirements. In the post-Fisher standards we have merely traded professional specificity and rigidity for academic specificity and rigidity. Neither is an answer.

Nor is it likely that California's experience with "teacher education by legislation" can "provide a model for other states."

If coercion by state legislation, enforced by a state department of education, is not a fruitful method of promoting constructive change and innovation in teacher education, then what? Consider the plight of the rancher trying to get his donkey going. He kicks him, pushes him, and finally beats him with a stick, but to no avail. Finally, in desperation, he gets a carrot and holds it in front of the beleaguered beast. Lo, the donkey moves forward. Will the carrot method work in teacher education? If so, what implications does it have for a state department of education?

The Use of Venture Capital

For the past fifteen years, the Ford Foundation has sought to bring about reform and innovation in teacher education through the generous and strategic use of seed money. Some $70 million has been given to approximately seventy institutions which were willing to subscribe to the Foundation's plan and direction for change. After spending a year and a half visiting, analyzing, and evaluating the colleges and universities which received Ford Foundation "breakthrough" grant monies in teacher education, I can now draw the following conclusions about the success of this theory of change in higher education:

1. The breakthrough curricula were successful when their staffs were creative and innovative while at the same time aware of the realities of public school education, when they were freed of the traditional hobbles (rules, standards, procedures) which were established for the conventional programs, and when there were islands of support within the colleges and the schools.
2. The breakthrough programs differed from traditional curricula in their greater emphasis on extensive recruitment and careful selection of teacher candidates; their insistence on the importance of the subject matter competence of trainees; their use in professional education of a *program* involving instructor teams to teach and supervise the entire sequence rather than separate courses each taught by a different person; their termination in some type of a master's degree in teaching; their emphasis on earlier, continuous, and more responsible laboratory practice; and their involvement of the public schools in the professional aspects of teacher education in a more realistic and significant way.
3. There is no single "right" administrative organization for teacher education. However, in the most effective programs, all staff members had an equal voice in decision making, the particular curriculum was their chief college assignment and prime commitment, and they were all involved in the total professional sequence.
4. Such diverse arrangements and emphases were used in teaching the interpretive study of education (history, philosophy, psychology, sociology) that no clear-cut answer has been reached regarding their role or order in the professional sequence.
5. While some programs failed to attract students in large numbers because they prepared them in methods not now used by the public schools, these curricula may well be the harbingers of the future, pioneering practices that will be common a decade hence.
6. The curricular concepts demonstrated to be effective are a four-year liberal arts program with professional education reserved for the fifth year; all-institutional responsibility exercised by supporting faculties in the academic and education disciplines; the paid teaching internship; the use by prospective teachers of the newest methods, materials, and organization for instruction; and high standards for admission to and graduation from the program.
7. These concepts demonstrated by the breakthrough programs have influenced markedly the current efforts of the federal government to stimulate innovation and experimentation. Various congressional acts have emphasized MAT-type programs, priority of academic course work, teaching internships, college-public school cooperation

in program development and implementation, and the use of the schools as laboratories for training, field studies, and research.

Change-Making Generalizations

Some wider generalizations about the strategy of change through the use of venture capital emerge from the study of the breakthrough programs. Some of the more significant ones are:

1. That giving money to the colleges on one hand and to the schools on the other is less effective in terms of promoting change and innovation than funding projects in which both agencies are equal partners and are working to achieve a common purpose.
2. That despite the $70 million expended by Ford over the past fifteen years, the nation's colleges continue to prepare the vast majority of future teachers via conventional programs in traditional school systems serving middle-class communities.
3. That teacher education experiments can rub off on other training programs in the college, on other institutions, on local professional groups, and on the state department of education if the president of a college uses the momentum for change initiated by the experiments as a springboard for fostering other innovations and if he is able to parlay the original investment into a series of other grants for experimentation.
4. That *tradition in teacher education is a strong force. It does not break, but it can bend.*

Some Directions for the Future

If tradition in higher education can be bent, in what ways shall we attempt to bend teacher education in the years ahead? Some directions follow:

From	To
Recruiting and selecting on the assumption that anyone can and should teach	Recruiting and selecting on the assumption that few can and should teach
Preparing teachers who think teaching is talking — usually from "up front" and "on high"	Preparing teachers who listen, who emphasize inquiry and self-direction, and who are "around and about" the classroom, guiding, probing, encouraging
Preparing teachers who are learned	Preparing teachers who also are learners
Preparing teachers to be self-contained	Preparing teachers to be organizers of multiple teaching resources — human and technological
Preparing teachers for whole-class instruction	Preparing teachers for individual and small group instruction

> The mind of a child is not a vessel to be filled, but a fire to be kindled.
>
> — *Plato*

From	To
The philosophy that a student cannot possibly know something if he hasn't had a course in it	Flexible teaching arrangements which emphasize a sequence of experiences rather than course coverage, term papers, final examinations, grades, and credits
Lecture-centered professional education	Laboratory-centered professional education
Seeking *the* one best teacher education program	Offering multiple pathways to teaching, recognizing the diverse needs of the profession and the varying backgrounds and abilities of those who wish to teach
Experimenting and innovating "on schedule" every five or ten years	Inventing strategies whereby some members of the staff always are caught up with the Hawthorne effect of trying something new

> If you treat people as they are,
> they will remain as they are.
> If you treat them as they ought to
> be and should be,
> They will become what they ought to
> be and should be.
>
> — *Goethe*

Assuming these are the directions toward which teacher education should change, or that something like these are the goals, we then must return to the question: How can a state department of education provide the leadership which will get us there the soonest?

Future Role of the State Department of Education

There is one overriding conclusion to be drawn from the two experiences with coercion and venture capital just described. The lesson from California is that state departments should do as little as possible in the rule-enforcement category. The lesson from the Ford Foundation's experience would seem to say to state departments that funds are better than force. In a word, the carrot is to be preferred to the stick.

This conclusion may come hard to state departments of education. Traditionally they have considered themselves largely regulatory agencies. This is particularly true of the unit responsible for teacher education, accreditation, and certification in which the activity carried on has been almost exclusively regulatory. And many of the staffs typically recruited and employed by such a division are made up of individuals who find it comfortable to be able to hide behind rules, insulated from the real world of teacher education by stringent civil service regulations. Clearly the future must change all this if a state department is to be a catalyst for change and innovation in education.

Certification and Accreditation

Speaking as a former certification and accreditation director, the first change I would make is to eliminate that vast group which spends its professional life analyzing transcripts and counting credits. In the state department with which I am most familiar (California), this group now numbers more than a hundred full-time "analysts," "technicians," and "clerks." An annual budget of about $720,000 is required to support their activities. Since neither their good intentions nor abundant professional devotion to the job of enforcing the minutiae of certification requirements contribute very much to teacher competence, I would use these funds for other and more important programs, as described later in this paper. I would accomplish the demise of this network of able civil servants by the simple expedient of requiring each person who desires to be certificated by the state to be recommended by the institution where he received his professional training, and I would accept such recommendations only from colleges and universities approved by the National Council for Accreditation of Teacher Education (NCATE).

The next step to be taken closely follows the first one. It would be to eliminate the many man-hours (usually spent by unpaid volunteer helpers from the field) devoted to state accreditation of colleges and universities, usually in terms of whether the curricula offered meet the specifics of certification requirements. Again, using the NCATE would solve this problem.

The New Unit

With the savings thus made, I would rename the unit the Bureau for Change and Innovation in Teacher Education and staff it with a few (and only a few) of the highest qualified, most gung-ho leaders in teacher education from the public schools and colleges — top-drawer professionals with a demonstrated record for invention and experimentation in teacher education.

The new bureau would have a sizable budget (at least equal to the salaries saved by eliminating all the rule-enforcers and credit-counters), and it would be empowered, even required, to use these funds in the following ways:

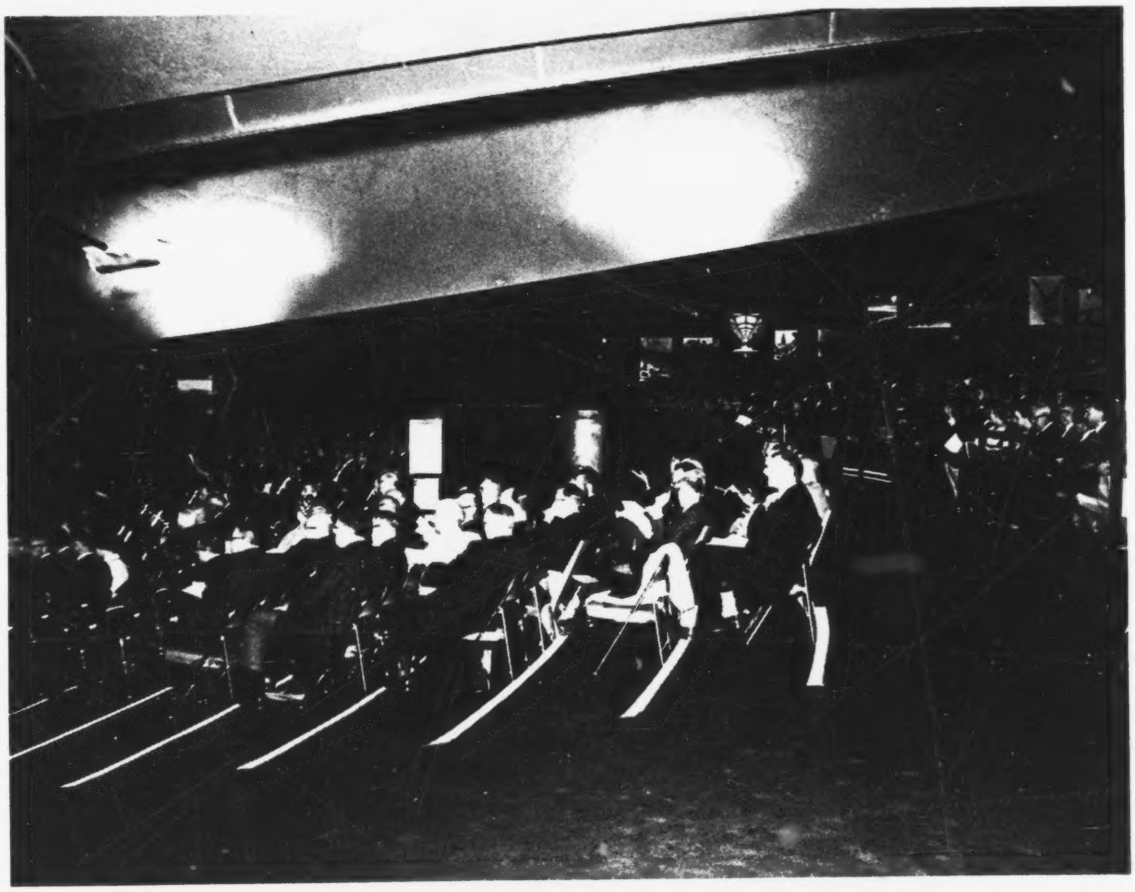
1. As seed money to finance demonstrations, experiments, evaluations, and research on curriculum developments in preservice and in-service teacher education in colleges and school districts.
2. As special citations or awards either to institutions, districts, or individuals for innovations in teaching and learning.
3. To publish and otherwise disseminate the results of research and experimentation in teacher education.
4. As incentives to school districts to employ the best qualified teachers through giving a special stipend to those districts which employ teachers with training beyond that required for the basic teaching license.

5. To carry on personnel studies of all groups on the state's teaching force, i.e., their qualifications and training, teaching success, and supply and demand.
6. To finance consulting teams and task forces.

These consulting teams or task forces would make up the bulk of the professional personnel in the new bureau. They would be temporary specialists, appointed for six months to a year, on contract, to accomplish specific purposes. They would be obtained from public schools, colleges, and professional associations where teacher education know-how exists. They would be used to consult with colleges, universities, and school districts on program development, to assist such groups in designing research projects and experimental curricula in teacher education, and to study and evaluate state teacher education programs.

Conclusion

All this may sound pretty utopian. It may be. But a hell of a lot of what has been said must somehow be done if the typical state department of education in the United States is to be a leader instead of a follower in teacher education. For those with faint hearts, be reminded of what Robert Browning said: "Ah, but a man's reach should exceed his grasp, or what's a heaven for?"



CREATIVE AND CONSTRUCTIVE ADAPTATION

John R. Mayor
Director of Education
American Association for the Advancement of Science

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In the *Washington Post* of Sunday, April 3, 1966, staff writer William Chapman wrote about the philosophy of the Johnson Administration in federal, state, and local government relations. He discussed "creative federalism," a term the President has used for nearly two years in speeches and messages touching on relationships between national and state governments. Among points brought out by Chapman were:

1. Washington will provide money and set standards to serve these [state and local] needs, but it should not attempt to control every step in the process, leaving nothing to local imagination and initiative.
2. It is the task of creative Federalism to foster new institutions at the grass-roots level and develop new fiscal arrangements so that state and local governments can become true partners with the Federal government, and not merely little brothers.

In no area of national life are national and state relations more important or more difficult than in education. Here the state departments of education play the key role. The challenge to them is to demonstrate imagination and initiative in education so that the states may take full advantage of federal support and become partners, not little brothers. As partners, the opportunity for state departments of education for leadership in teacher education, for which they have a legal responsibility, is very great indeed.

Leadership in the improvement of teacher education provided by state departments of education has been an important factor in bringing about the high quality of American education in the past half century. This axiom, though admittedly controversial, provides a basis for development of the ideas presented in this paper. It is appropriate and sound to look to the state departments to lead in the creative and constructive adaptations essential for the coming decades.

The leaders in state departmnts do not need the Bestors, the Rickovers, the Conants, the Ivy League, or me to tell them that what has succeeded so well in the past is not at all adequate for the future. Nor do they need to be reminded that future success will depend upon a broad spectrum of cooperation among many segments of the community with which there has not always been communication in the past.

A second axiom, and one much less controversial than the first, is that teacher education is the most important single factor in the improvement of education. New curricula and courses, new technological aids, new equipment and libraries, and new buildings will be of little avail in the hands of incompetent teachers.

A friend and colleague who is a young but leading researcher in the neurosciences has recently identified the greatest need of America today as a constructive adaptation in society in which education, by whatever means, persuades people to attach themselves to learning resources from childhood to the ends of their lives. This is a goal for a Great Society, and most important, it is essential for teachers. First of all, teachers must attach themselves to learning resources, and they must utilize these attachments to the fullest. This idea is so appealing that it has been chosen as the principal theme of this paper. If state departments can contribute to bringing about this constructive adaptation, they will truly have become creative partners of the federal government. In planning for leadership in teacher education, all agencies responsible for education, and the state departments in particular, must always consider what a new law, a new standard, a new group activity or more personal service, or a new recommendation will contribute to a well-organized and well-planned construct for lifetime continuing education of teachers. Preservice programs, a graduate year and thirty credits beyond the master's degree, and sporadic in-service efforts are just no longer adequate.

In addition to continuing education, other issues — accreditation, graduate work, dissemination of information, research, and state department staff qualifications — will be discussed, but all of these with recognition of the role they might play with reference to a coordinated plan of continuing education.

Continuing Education

The most important contribution of the new course developments in mathematics and science has been the impetus they have given to teachers to keep up to date and to colleges and universities to improve their offerings for both preservice and in-service courses for teachers. Many teachers have been motivated by the new courses to renew their education in the disciplines they teach, and many of them have found real satisfaction, assistance, and pleasure in doing so. Many also have concluded that continuing study on their part will almost certainly be necessary at regular intervals during the remainder of their teaching careers. A first argument that can be used in urging government and private agencies now to continue their support of course content work, both through periodic revisions of materials now in use and through the support of new groups, is the effect that this work will have in priming the pump for development of sound programs for continuing education of teachers.

National attention is being drawn to the rapidly developing plans for and the use of science-teaching centers in Japan. The first such center was established by one of the prefectures about ten years ago. Now some thirty prefectures have teaching centers largely supported by the prefecture and only recently partially supported by the Japanese Government. The basic concept of the centers is to provide for continuing education. Teachers may go to the centers for varying periods — for several days or for up to a year of study. There they work in committees on curriculum development, carry out experiments in laboratories, take short or year-long courses, sometimes for university credit and sometimes without credit. The centers also provide equipment for loan to schools, and they have staffs which visit schools and work with the teachers.

Several colleges and universities and other agencies in the United States now maintain science and mathematics teaching centers somewhat like the Japanese pattern. Three outstanding American centers are at Michigan State University, the University of Texas, and Florida State University. It may be preferable in this country for science centers, and teaching centers for all aspects of school programs, to be maintained at a university rather than by a state department, but each state department could take the initiative in seeing that there is at least one such center in the state and in offering full cooperation and support where centers are already in existence or in the establishment of new centers.

An even more promising provision is attached to the Japanese plan. Every teacher is required to give evidence of further study every five years, with the expectation that much of this study will take place in one of the teaching centers. Herein may lie the proper answer for America — a requirement that every teacher take at least one semester and one summer off for study every five years. During this time off the teacher should be continued at his regular salary as in Japan, and it is highly desirable that he be provided the extra expense money for the requirements of study. If state departments should decide to support a policy suggested by the Japanese plan, such steps as the following would become necessary:

1. Obtain the passage of legislation on or approval by a board of education of the requirement.
2. Cooperate with colleges and universities in the state to see that adequate and appropriate offerings and experiences are available (and traditional programs of the colleges just won't do for this purpose), or alternatively, establish and support teaching centers where it will be easier to plan the right kind of experiences. Just as textbook publishers reached a stage where the inadequacy of up-to-date materials and their caution made the entrance of the federal government into the production of modern texts a highly fruitful step, so it may be necessary for the state departments of education to step into the scene to force colleges and universities to offer appropriate programs for teachers. It often appears that college professors are the most rigid and cautious group in society.
3. Provide additional state aid to enable schools to employ staff replacements; this will mean 10 percent additional staff for every school system.
4. Secure federal support or state subsidy to assist teachers in meeting the expenses of study.

Alternatives

There is a growing group of leaders in higher education that view work-study programs, like those at Antioch College, for example, as an important part of liberal education. Serious consideration should be given to the possibility of requiring every teacher to have such experience for at least three one-year periods during his teaching career. Preferably a year of work outside the formal schoolroom should be required before teaching and as a part of preservice preparation. From other points of view, and particularly because early teaching experience often results in a commitment to teaching, it is recommended here that a first experience occur sometime during the four undergraduate years or the first five years after the baccalaureate degree. Then, a similar requirement could be imposed after twenty years of teaching experience, and again after thirty-five years. It is assumed in this recommendation that a teacher who begins his teaching career at age 23 will teach from forty to forty-five years. This is not such an unrealistic expectation as teaching becomes the attractive profession it seems certain to become and as leaves of absence for study or work become a part of every teacher's career.

Since travel can be a broadening experience, and since the importance of foreign travel becomes greater each year, it is proposed that travel be approved as a substitute for one out of each three periods required for study.

Furthermore, the success of the Peace Corps and the promise of the Teacher Corps make the provision of teachers for these critical services an obligation of the schools. It is proposed that service in the Peace Corps, even though it may not be teaching, or in the Teacher Corps be recognized as a patriotic substitute for each study, travel, or work period. It seems obvious also that military service must be recognized as a substitute for a required work period.

A Word of Caution. In the enthusiasm which grew with the writing of this paper, the recommended one plan for providing for continuing education of teachers became more specific than was originally intended. This has been retained with the rationalization that one example, rather specifically stated, would be more useful as a stimulant of discussion than would broader generalities. There is also proper concern about the emphasis on *requirements.* State departments have in the past been criticized, with justification, for placing too great reliance on requirements for teacher education rather than on persuasion and on confidence in the free choices of institutions and individuals. The state department which brings about acceptance of some such organized plan for continuing education, without making it a requirement, will have been far more creative than this cautious but optimistic spokesman could hope for in 1966.

Accreditation

The day of credit counting for teacher certification is gone. Probably no group is happier to witness the demise of credit counting than the state departments of education, although the public, including the university scholars, does not know that the state departments rejoice with them. It is said that a state department which still counts credits for certification in 1966 is not unlike the housewife who still does her washing with a washboard. As a matter of fact, the day of credit counting for degrees may not be far behind in its demise, although university professors are still university professors.

For at least the next two decades the approved-program approach to certification will be a satisfactory replacement of credit counting. So that it will be clear how the term *approved-program approach* is used here, it may be said that in this approach the state department examines an institution's program for the education of teachers and issues teaching certificates automatically to all graduates of an approved program who are recommended for teaching by the institution which offers it. Approved institutions may also recommend for teaching certificates persons who have completed a prescribed course of study but have not completed the entire teacher education program. Thus, graduates of liberal arts colleges of the institution, or of other institutions, may qualify for teaching by completing individually prescribed programs.

In approving the teacher education program of an institution, state department personnel and consultants designated by them would pass on the guidelines for determining the nature of individually prescribed programs as well as the regular teacher education program or programs of the institution. The state department should enjoy the full privilege of approving several programs of an institution, including highly experimental ones. Encouragement of innovation in teacher education should be one of the principal goals of a state department.

The approval of an institution's program should also give great weight to the institution's provisions for the continuing education of teachers and to evidence the institution can provide that its teacher education graduates have really attached themselves to learning resources.

Close cooperation with the National Council for Accreditation of Teacher Education (NCATE) should be fostered. Consultants designated by the NCATE could give valuable assistance to state departments in developing standards for program approval, and state department personnel, of course, also can be very helpful to the NCATE. National conferences sponsored by the National Association of State Directors of Teacher Education and Certification (NASDTEC) could, rather inexpensively to a single state, assist states in the development of standards for program approval.

Three other issues difficult of resolution which are related to accreditation must be faced in the next decade:

1. The requirement that an institution seeking program approval provide evidence of the success of its graduates in teaching.
2. The necessity that there be discrimination among the teacher education programs of an institution so that there is a degree of specialized program approval rather than general approval.
3. The establishment of guidelines for issuing certificates to graduates of out-of-state colleges.

Each of these issues will be discussed only briefly here since they are not as relevant as other considerations to the principal theme of this paper — the state department's responsibility for continuing education.

Evidence of Success. Most institutions of higher education profess to a tremendous interest in following up their graduates, but few can show evidence of following through. It would be a relatively simple matter for each institution to provide to its state department annual rating sheets on its graduates, during, say, their first, second, and third years of teaching. These rating sheets could be completed by the graduates, their employers, and representatives of the college who are sent to visit the teachers. The institution might even discover some weaknesses in its program.

Specialized Program Approval. Through one or more of its national organizations, nearly every discipline and field of study is giving special attention to the preparation of teachers — mathematics, recreation and physical education, home economics, music, science, social studies, foreign languages, to name a few. When an institution is approved for the preparation of secondary school teachers, it should be clearly designated what kind of secondary teachers. If the English department, for example, is especially weak and its program is out of date, it should not be given approval. This is, of course, nasty business, but state departments should face the issue boldly and, calling upon the professional societies for help, see how much can be accomplished.

Out-of-State Applicants. One solution is to grant certificates to graduates of NCATE-approved institutions, with due consideration of subject matter specialties for high school teachers. Another solution is offered by compacts among states. Still another is by teacher examinations, not to be passed off lightly. More adequate examinations for this purpose will become available.

Graduate Work

The increasing enrollments in colleges and universities, the demands for specialization, salary schedules, the name changes from teachers colleges to state colleges and universities all contribute to the complexity of issues in higher education related to graduate work. The stressing of continuing education for teachers will further increase the pressure for graduate degrees for teachers. The trend toward five-year preservice preparation programs will make the master's degree in education commonplace. The state has a responsibility to see that graduate work in its colleges and universities does not spring up like high-rise apartments in suburban areas of major cities. The time is imminent for planning and for control. The decisions about graduate work for teachers can have far-reaching effects on the future of education.

I have never supported the cries for help from my fellow scientists to protect the sanctity and standards of the traditional master's degree against the inroads of those who want to grant this degree for watered-down courses for teachers so that they may advance on the salary schedule. Probably more pleas have been directed to me to try to do something to remove the master's degree requirement in salary schedules so that teachers may take undergraduate courses at the postgraduate level than for any other kind of assistance. Such pleas have always seemed ridiculous and still do. If a teacher pursues a well-planned course of postbaccalaureate study which will serve his needs and assist him in attaching himself to learning resources, by all means he should be awarded the master's degree.

But plans for continuing education need not be attached to credit or degree earning. Indeed, these barnacles of American education may be especially detrimental to the teacher. A teacher, rightly so, works up a panic when he fears a "C" in a graduate course. And what is it in human nature that causes the teacher who gets the "C" to want to go home, then, and flunk the students in his high school classes? If the teacher can be provided stimulating, beneficial, and exciting learning experiences without benefit of grade or credit, perhaps he will be better able to motivate his own students without the grade and credit threat. This is a worthy goal.

A plan for continuing education of teachers will no doubt greatly increase the pressure for the doctoral degree for teachers. This may make necessary a sharper distinction in graduate schools of education in programs for those who aspire to become researchers in education and those who will return to local school systems. The introduction of the Ed.D degree was intended to serve this purpose, but today the distinction between the Ed.D. and the Ph.D. in education is of no significance in practice. So far as the author of this paper is concerned, there is no fear of an increasing number of doctoral degrees for teachers as long as the teacher, in his advanced study, truly attaches himself to learning resources rather than to a desire for credits and degrees.

State departments of education will need to obtain consultation from scholars and professional leaders from within and from without the state in making sure that undergraduate programs are not sacrificed to demands of graduate programs, that only institutions qualified to offer graduate work are permitted to do so, and in providing leadership in graduate work for teachers. It is recommended that the states immediately seek information and consultation on this problem from the Council of Graduate Schools.

Information

The Committee on the Undergraduate Program in Mathematics, sponsored by the Mathematical Association of America with support from the National Science Foundation, has been more successful in influencing the offerings in mathematics for prospective teachers than any of the other federally supported course content groups have been in influencing offerings in their disciplines. The success of the Committee on the Undergraduate Program has resulted in large part from the cooperative plan which it developed with NASDTEC to bring together college staff members for discussion of the Committee's recommendations. Not only has it provided information, but the plan has also been creative and constructive in helping academicians in colleges and universities to learn that leadership of this kind could be provided to them by state departments of education.

It is proposed that state departments of education, in creative and constructive adaptation for the next two decades, make a special effort to provide information of this kind to persons in the colleges and universities in their states. The state department division of teacher education could serve as a kind of clearinghouse of information for the many curriculum groups, not only in science and mathematics, but in English, foreign languages, history, and so on, which are now preparing modified course recommendations. Furthermore, as a part of information related to teacher education which might be provided from state departments, there should be included information on course content materials, new teaching methods, and aids in the elementary and secondary schools. No other agency seems so well suited to carry on this kind of a responsibility as the state department. Information on new developments in all of the disciplines will be an essential part of continuing teacher education.

Research

Quite a number of state departments of education now have effective divisions of research which have been producing significant and helpful results. With support from the federal government and the proposed creative federalism, as expounded by President Johnson, funds for research under leadership of state departments of education will be greatly increased. One of the most promising avenues of help for research in state departments of education will be through the regional educational laboratories with which the U. S. Office of Education eventually plans to cover all states. The concept of the regional educational laboratories in which institutions of higher learning, state departments, and the public schools join together in research and development in education is a very sound one. In all discussions of the regional educational laboratories with which I am familiar, personnel from the state departments have played a leading role. For some purposes research projects should be conducted by the state departments of education. But in many instances, the most effective leadership in research probably can be provided by the state departments through active participation in the regional educational laboratories.

Among roles which the state departments of education can serve in assisting the regional educational laboratories are the following: (a) identification of problems for investigation; (b) identification of school systems in which research investigations might be conducted, and negotiation with the school systems; (c) active participation in the research on the part of the state department staff; and (d) dissemination and interpretation of the results of the research to the schools and, through in-service programs, assistance to the schools in proper application of the research results.

The emphasis of the state department of education on research in education is clearly in keeping with an emphasis on a goal for constructive adaptation of the individual teacher in his attachment to learning resources. The greater the participation of the teachers in research projects, the more receptive and beneficial research results will become. Furthermore, research suggests to the teachers the need for continuing study and development of new methods and new materials.

Staff

In many states the salary schedules for state department personnel are not comparable to those of state universities and major colleges. As the state assumes a greater role of leadership in teacher education, including development of continuing education programs, accreditation, graduate work, information, and research, state department personnel will need to be at a level comparable to or above that of the professional staffs of colleges and universities. No surer way exists for the state department to win a role of leadership and to gain prestige in state educational activities than to employ excellently qualified staff. The working conditions, the opportunities for study and research, and the salaries of state department personnel should be such as to attract the most competent persons from within and without the state, and indeed from the state's major universities, to department positions.

While the various proposals in this paper will cost money, it seems clear that money will be made available if the needs are set forth creatively and constructively and if a federal-state partnership can be established. Those in this conference who were born in 1930 or later will, while still in their professional careers, see the time when the national expenditures for education exceed the military budget. Until that time comes, we cannot fully achieve creative and constructive adaptation of educational leadership within the state, nor will we have a Great Society.

Summary

Quite a number of ideas have been proposed as possibilities for new approaches and strengthened older approaches to leadership of state departments of education in teacher education. For purposes of emphasis and convenience, these ideas are summarized as follows:

1. State departments must develop and make effective a plan for continuing education of teachers which incorporates regular leaves of absence with pay for periods of study, required work participation for teachers, and recognition of the value of travel.

2. For the next two decades, accreditation of teacher education programs can be satisfactorily conducted by the approved-program approach in which credit counting is completely abolished by the state department and certificates are granted only upon recommendation of approved colleges and universities. Evidence of the attachment to learning resources of the teacher education graduates of an institution must become an important factor in accreditation.

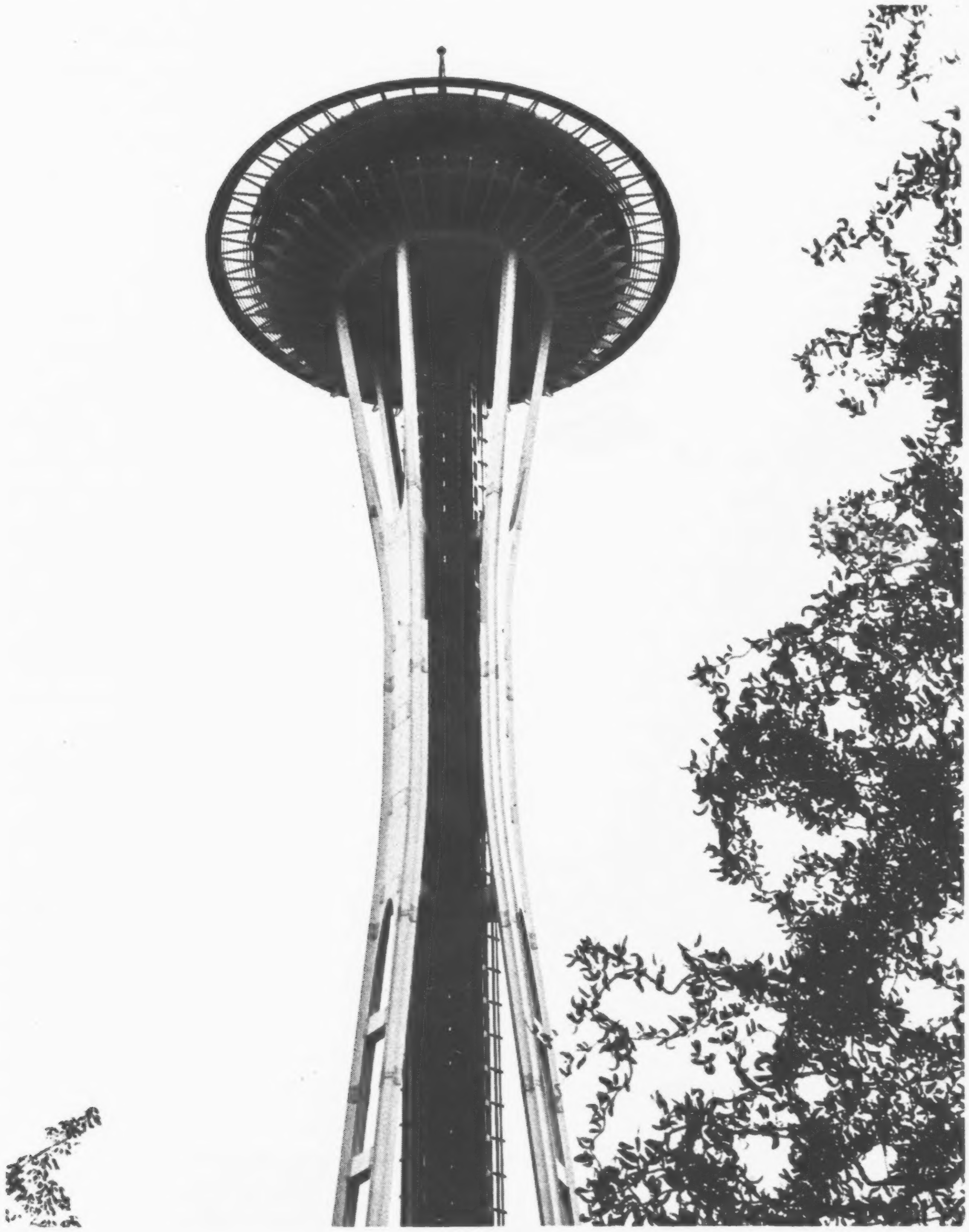
3. In the next two decades, state departments will have a special responsibility for the quality of graduate work in colleges and universities within the states. Consultation on graduate work from within and without the state, in cooperation with the Council of Graduate Schools, will be necessary. A very special demand exists for state creativity in graduate programs for teachers in relating graduate work to continuing education.

4. State departments of education should become clearinghouses of information for colleges and universities, providing a channel of communication from professional societies and course content groups to the institutions of higher education.

5. Research, sponsored and conducted by the department in full cooperation with the regional educational laboratory with which the state is associated, is a major responsibility of a state department of education.

6. A professional position in a state department of education must be fully competitive in compensation, working conditions, and professional stature with positions in the best colleges and universities in the state.

Finally, with federal assistance, a state's constructive adaptation for attachment to learning resources of its agencies, its employed personnel, its teachers, and its people will represent the only manifestation of creative federalism in education that is acceptable.



IMPROVEMENT OF TEACHER EDUCATION IN THE STATE OF WASHINGTON

J. Alan Ross
Dean of Graduate Study
Western Washington State College

Teacher education takes place in a complex setting. The interests of citizens and parents, the state agency, the teaching profession, the public school systems, and the departments or colleges of education must be effectively related if quality programs are to be developed and maintained.

A human and social calculus which maintains integration among these elements must replace the simple arithmetic of program additives which contain the risk of descending into gimmickry as their unrelatedness becomes evident. Although improvement must at times be sought on narrow fronts, there is ample evidence from previous partial and even abortive efforts throughout the nation that, if progress is to be made, conceptual intelligence and skill must operate to produce programs which are grounded in the social fabric of a state and inclusive of all legitimate interests.

The situation in teacher education is one which calls for a high order of statesmanship on the part of the agency in which the legal authority is vested and where there is demanded mutual respect and trust among the professional and lay interests involved. These elements — statesmanship and trust — are not independent; one could not exist without the other.

There are great variations among the states in the manner and degree to which the state authority for teacher education is exercised. A number of states specify the nature and extent of courses to be included in teacher preparation programs. Some states currently define aspects of teacher preparation programs by specific statutes. Other states have made progress in substituting statesmanship for statutory regulation, in replacing directives with responsible involvement. Where an open system is maintained there is reason and opportunity for exchanges among the elements previously listed as having a concern in the preparation of teachers.

The State of Washington has grappled with the problem of attempting to achieve and maintain creative relationships among the elements involved. This is a description and record of some accomplishment, but more important is the manner of dealing with problems related to the setting in which teacher education takes place.

The State of Washington covers 68,192 square miles, the twentieth largest state in the nation. The Cascade Range, which runs from north to south, constitutes some barrier to travel while providing great forest, mineral, scenic, and water resources. The point is that geography does present some problems in the development of statewide programs. Washington has many contradictions within its provisions for educational administration. For example, while heavily committed to local control, greater centralization has reduced the number of local districts from close to 3,000 to somewhat fewer than 400 in the past forty years. This has been accomplished through political processes by autonomous districts rather than under the whip of withheld state financial support. Among the highest in support of common schools from state appropriated funds, Washington exhibits none of the usual characteristics of state control such as state textbook adoptions or supervision and development of curricula centered in the state agency. There are more than 800,000 students in Washington's public and private elementary and secondary schools and approximately 35,000 professional school personnel.

Early in the development of the region, which achieved statehood in 1889, a territorial university was established. Later, this developed into a state university, a land-grant college, and three normal schools. Ten private institutions of higher learning have been engaged in the preparation of teachers for varying periods in the history of the state.

Early allocation of responsibility for the preparation of teachers in this state reflected the European concept of a dual school system — a school for the masses or folk and a school for the elite, each having its own set of preparing institutions. Thus, it was not until 1949 that the preparation of teachers for all levels of the public school system was authorized in the Colleges of Education, once normal schools. At the same time, the University and the then State College began the preparation of elementary school teachers. The year 1949 was made historic by the adoption of *Guidelines and Standards for Programs of Preparation Leading to Teacher Certification* by the State Board of Education.

In Washington, the State Board of Education has broad powers with respect to teacher education. Under state law it is charged with responsibility for determining the types and kinds of teaching certificates to be granted and the supervision of their issuance and with approving programs of teacher preparation in the institutions of higher learning. The State Board of Education is composed of fourteen laymen elected from among school board members of the seven congressional districts of the state. The state superintendent of public instruction, who holds an elective, nonpartisan office established by the state constitution, is designated by law as president of the State Board of Education.

Professional persons who render services related to powers vested in the State Board of Education are members of the staff of the state superintendent. It is evident that such merit as the Washington system possesses stems from a wise exercise of power by a lay board and its professional advisers who have created a context within which the intelligence and concerns of various components may be focused upon improvement of programs.

Before discussing relationships among the entities concerned with teacher education, it seems useful to put in focus the nature of the certificate granted and the frameworks provided to colleges in regulation of preparation programs. In Washington, the certificate empowers teachers to practice and thus may be looked upon as a form of license comparable to those issued for other professions such as law or medicine. Protections or assurances of competency sometimes sought through "spot certification" are entrusted to the personnel and placement policies of school districts and to the integrity of the profession and the individual practitioner.

An exception to this is found in the 1961 Revision of Standards, where it is stipulated that the initial or first-year placement of teachers must be in a subject or at a level for which the beginner has been attested to as competent by his preparing institution. Few discrepancies exist in first-year placements, and the pattern of "spot" placement is not carried on beyond the initial year unless justified by additional preparation and experience.

Frameworks provided preparing institutions for the development of programs are most permissive. Standards adopted by the State Board of Education emphasize institutional responsibility for selection of teacher candidates and their recommendation for specific teaching responsibilities. Further, the institutions are responsible for the planning of preservice preparation programs which will produce candidates who possess the minimum competencies needed for beginning teachers. State guidelines provide that programs are to include four basic areas of study. The approximate percentages for each area in the four-year baccalaureate program are:

Broad education in the liberal arts and sciences	35%
Preparation in fields or areas of learning applicable to the curriculum of the public schools	35%
Preparation in professional education, including student teaching	20%
Student electives	10%

Within this framework each institution may develop a preservice program possessing some qualities of uniqueness. Irrelevancies and repetitive elements in a program cannot be attributed to arbitrary regulations. Each institution faces opportunity and responsibility in program development.

Because the responsibility for recommending a candidate for teaching a subject or level is an all-institution function, a partnership must exist between the faculties in subject areas and in professional preparation.

The responsibility of the State Board of Education for the continuing approval of teacher education programs in the public and private colleges is exercised through a board-appointed Liaison Committee. This Committee, composed of members from public and private colleges and from the public schools, operates under the leadership of the assistant superintendent of public instruction for teacher education and certification.

The Liaison Committee makes sure, from review of annual institutional reports and institutional regional and professional accreditation status, that teacher education programs are at a generally acceptable level. In addition, and primarily, the Committee, during its visits, serves an "in-service" role by discussing with college faculties their plans for program improvement, the problems they are encountering, and issues in teacher education. Thus, the Committee's role is a positive one and is not inspectorial in tone or process. The basic assumption of a satisfactory level of programs, which if not the case would be readily evident and call for special procedural steps, permits this positive approach where program development becomes the focus of a continuing dialogue between college representatives and members of the Liaison Committee. The Liaison Committee strives to serve as a catalyst to program development, recognizing strengths and calling attention to weaker aspects of programs long before these could become a cause of concern to continuing accreditation.

Thus far the discussion has centered primarily upon preservice preparation for teaching. This leaves for separate treatment what is perhaps the most distinctive feature of the Washington program—the fifth year of study. Having earned a provisional teaching certificate based upon four years of preparation, each beginning teacher may renew his certificate until he has completed forty-five additional hours of study, a major portion of which must be completed subsequent to a year of successful teaching experience. A time limit of six years is set. The greater number of teachers complete this requirement by summer attendance.

There is a basic assumption that a fifth-year program completed in major part subsequent to teaching experience would be more useful than a fifth year taken with no intervening experience. State Board of Education guidelines for the fifth college year provide for three-way planning by the teacher candidate, his local administrator or supervisor, and his college. His fifth-year studies should strengthen his background for teaching in areas indicated as necessary by his teaching experience. Although the advantages of this system have been recognized by leaders such as Conant, these advantages have perhaps not been fully exploited to date.

Continuing oversight of the teacher education and certification program is provided through the Advisory Committee on Teacher Education and Certification. This Committee also operates under the leadership of the assistant state superintendent of public instruction for teacher education and certification. Its members include representatives from professional and subject departments in colleges and universities, teachers and administrators from the public schools, the PTA, and the State School Directors. Major questions of policy and program development are considered by this group, particularly as they relate to the nature of the certificates which shall be granted.

Another committee important to the development of programs is the Standards Revision Committee. This working committee is composed almost equally of public school administrators who have responsibility for the orientation and induction of beginning teachers and college staff members who have responsibility for planning and organizing laboratory experiences in the teacher preparation programs.

Washington's program demands a responsible and effectively organized teaching profession. The principal instrument for expression of professional responsibility has been the Teacher Education and Professional Standards Commission of the Washington Education Association. This Commission, when established in 1949, was charged with a continuing effort to improve the standards of selection, preparation, and certification of teachers. It has also been concerned with accreditation of teacher education programs, teacher supply and demand, assignment practices, and standards related to competence and professional ethics. Progress has been made in establishing a foundation of understanding and trust necessary to support the enactment of professional practices legislation. Professional negotiation legislation was enacted by the 1965 Legislature.

If there is any impression that I consider the problems of teacher education to have been solved in this state, I would hasten to correct this. Washington does have an effective system for the utilization of intelligence and concern in the solution of problems which must be continually defined and redefined. Illustrative of unsolved problems are the tasks involved in developing a better system for the induction of beginning teachers. This will involve a pattern of certification and a plan for financing and supervising the first teaching experience where the teacher will not be expected to function in a full professional capacity. Modifications in contract provisions, including tenure status and bases for remuneration, must be made. The writer is confident that these problems and others can be met successfully because of the characteristics of the system for working together. These, in essence, include:

1. A State Board of Education composed of laymen, with broad and inclusive powers in the approval of teacher education programs and in the design of certification patterns.
2. Intelligent and perceptive professional leadership of the State Board of Education which has resulted in broad and responsible involvement of the elements concerned with teacher education.

3. Responsible and competent state advisory committees representing important elements within public and private higher education and the public and private schools.
4. Broad State Board of Education guidelines for teacher education which place major responsibility upon each college and university for development of teacher education programs. The guidelines provide for all-institution involvement in teacher education program planning.
5. Active cooperation with an effectively organized and dynamic profession which aspires to assume responsibilities appropriate to its changing status.

The essence of the Washington approach is found in intelligent and effective state leadership directed toward the responsible exercise of power and responsibility shared among the several elements in a system which includes the colleges, the public schools, the organized profession, and the state authority which places the basic powers within the jurisdiction of a board composed of laymen who have and use highly competent professional advice and assistance. Washington's program demonstrates the principle that power is developed rather than diminished when it is shared.

POINT[1]—AN INNOVATION IN TEACHER EDUCATION AND STATE LEADERSHIP

Herbert Hite
Professor of Education
Washington State University

Unlike doctors, lawyers, or architects, teachers begin at the top. From the first day, their responsibilities are the same as those of the most experienced of their associates. Their preparation program has provided them with essential knowledge in content fields and in applications to education from the behavioral sciences. In spite of the quality of this preparation in today's colleges, beginning teachers still have little of the necessary technical competency for the complex human transactions required in the classroom. In fact, teachers generally report that they learn the art they practice on the job with rather little help from contacts with other teachers. Each generation of new teachers begins as if it was the very first to attack the problem of teaching the young. This incidental method of induction into the profession has been described as consisting of three stages: (a) a year or two of struggle to get through each day without major damage to students or self, (b) a period of attempts to innovate (which usually attract unfavorable attention from administrators), and (c) crystallization into conventional practice.[2] Thus does each wave of new teachers arrive at the same stage of mediocrity.

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[1] Project for the Orientation and Induction of New Teachers, a proposal developed by the Office of the State Superintendent of Public Instruction, Olympia, Washington, October 1965.

[2] Lortie, Dan C. "Teacher Socialization — The Robinson Crusoe Model." *The Real World of the Beginning Teacher*. Report of the Nineteenth National TEPS Conference. Washington, D. C.: National Commission on Teacher Education and Professional Standards, National Education Association, 1966. p. 59.

There is substantial agreement about a method for breaking this cycle. Both researchers and practitioners strongly urge that the period of beginning teaching should be conceived as the critical stage in the development and refinement of the technology of classroom teaching. For example, the 1965 Conference of the National Commission on Teacher Education and Professional Standards, on "The Real World of the Beginning Teacher," heard a variety of authorities and participants underline the need for new directions in teacher education which would focus on some form of internship instead of a full teaching assignment for the beginning years.[3]

The following case study describes an attempt in the State of Washington to design a new program for the education of teachers, one which would bridge the gap between theory and practice — between the world of the student and the world of the professional practitioner. It is also an account of an attempt by a state department of education to accelerate the process of change in teacher education through a dramatic demonstration project.

Background of the Proposal

The history of teacher education in the State of Washington contributed to the development of this proposal. The *Standards for Teacher Education* in Washington consist of broad guidelines to teacher education institutions.[4] The major features of these guidelines, which were adopted by the State Board of Education in July 1961, are (a) criteria for an adequate four-year program of study leading to a bachelor's degree and the Provisional Certificate, followed by (b) two years of successful teaching experience, and (c) a fifth year of college study culminating in the Standard Certificate. Section D of the *Standards* includes this statement:

> Beginning teaching experience and the required fifth college year of study are recognized as integral parts of the basic program of teacher education. The success of the program for each teacher will be influenced greatly by the care exercised by teacher education institutions and school districts in the placement, assignment, orientation, guidance, and supervision of beginning teachers.[5]

The laws of Washington include the provision that beginning teaching is part of the teacher education program leading to standard certification and that local schools share in the responsibility for the continuing education of teachers. This feature of Washington's certification law is unusual. In practice, however, the involvement of the local schools in training teachers has been little different from what it would have been without this particular guideline.

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[3] See National Education Association, National Commission on Teacher Education and Professional Standards. *The Real World of the Beginning Teacher*. Report of the Nineteenth National TEPS Conference. Washington, D. C.: the Commission, 1966. 90 pp.

[4] *Guidelines and Standards for Programs of Preparation Leading to Teacher Certification*. Olympia: Superintendent of Public Instruction, State of Washington, 1962. 16 pp.

[5] *Ibid.*, p. 8.

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In 1960 the State Board of Education appointed a Standards Revision Committee to consider approaches for improving the state program of teacher education. The Committee included representatives from both colleges and schools. It settled on the first year of teaching as a point in teacher education where the greatest improvements might be made. Committee members observed in visits to first-year teachers that most classroom practices of beginning teachers were learned on the job and appeared to be acquired through casual observation of colleagues. The Committee hypothesized that, if initial experiences could be structured so that beginning teachers were exposed to the best available models of teaching and allotted sufficient time to study these practices, the result would be an improved level of practice and an accelerated rate of professional growth by new teachers. To test this hypothesis, the state department obtained a grant from the U. S. Office of Education for a research project during the school year 1965-66 in the Seattle metropolitan area. The study, which involved 120 beginning elementary school teachers, was designed to test three patterns of internship. At this writing, the results are still being analyzed.[6]

Although research results were not available and schools had not had much actual experience in extensive training programs for new teachers, Washington educators in 1965 were prompted to launch a statewide project to demonstrate the effectiveness of cooperative programs for the education of beginning teachers.

The Proposal for a New Design in Teacher Education

The Washington State Project for the Orientation and Induction of New Teachers (POINT) was designed to support the development of new practices for furthering the education of beginning teachers. Nine independent, yet related, projects were developed by teams of college and school personnel. In all nine projects, the state department and the state and national professional associations were to cooperate in testing new programs. The nine project titles and their sponsors are listed in the appendix to this paper.

The explicit assumptions of all nine proposals were that the graduate of a four-year teacher education program is not a finished product; that induction into the profession is a gradual process which requires the guidance of highly competent practitioners, reduced teaching loads, and participation by the beginner in the work of professional societies; and that the neophyte teacher needs ways of evaluating his own teaching behavior in terms of objective criteria. The product of any program based on these assumptions would be career teachers who would be rewarded by salaries, responsibilities, and respect consistent with their high professional attainments.

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[6] "Effects of Reduced Loads and Intensive In-Service Training upon the Classroom Behavior of Beginning Elementary Teachers." U. S. Office of Education Cooperative Research Project No. 5-0360. Herbert Hite, Director.

In all of the nine projects, educators proposed a plan for the continuous growth of a career teacher to replace the abrupt transitions from college student to student teacher to full-fledged practitioner. Figure I is a chart from one of the nine projects and illustrates the continuous-growth concept common to all of them.

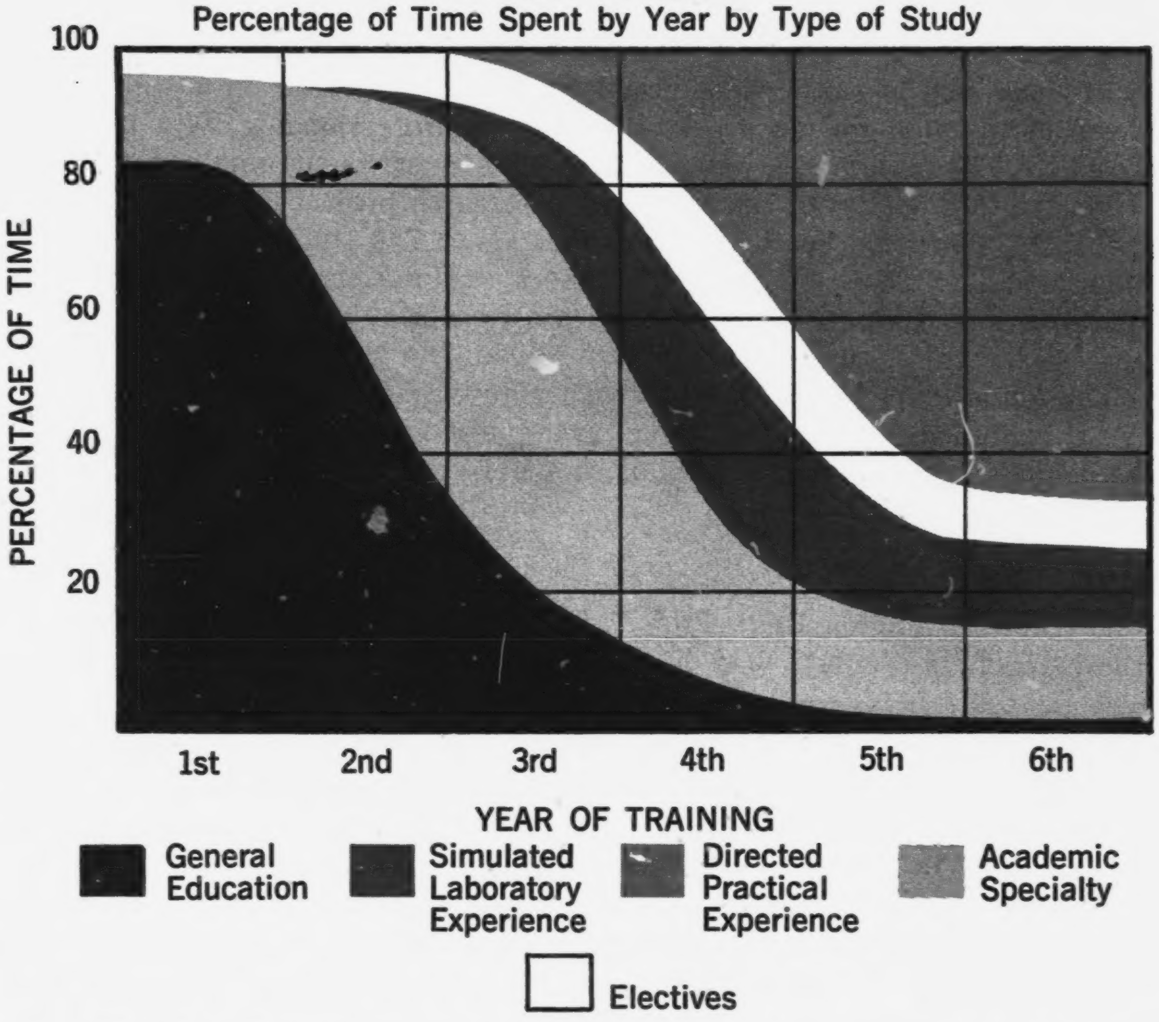

Figure I

SIX-YEAR PROGRAM

Percentage of Time Spent by Year by Type of Study

The three largest projects were designed to demonstrate the effectiveness of close cooperation among several colleges and schools in an extended experience by the future teacher in a single school environment. Each of these three large projects was different from the other two, but all stressed the following:

1. The undergraduate program in teacher education would be drastically revised to allow for combinations of study and practice for individual trainees. Each future teacher would test theory through actual classroom practice from the very beginning of the professional sequence.

2. The neophyte teacher would be assigned to a school district for a period of two and sometimes three years, first as a student of teaching and later as a resident practitioner.
3. Academic study and classroom teaching would be combined throughout a three- or four-year period, with the actual practice playing a more and more dominant role in the teaching assignment. This arrangement would permit a gradual induction of the teacher.
4. Both local school personnel and college academic staff members would be given greater support and more responsibility for helping to guide and evaluate the beginning teacher. This responsibility would lead to formal licensing on the part of the professional association.
5. Considerable use of new media, such as video-tape recordings, was planned in order to provide models for teaching behavior.

The three projects would require substantial funding and would involve major changes in existing college courses and in existing arrangements for student teaching and beginning teaching. Each project was planned for two or three years.

Three other projects were designed to develop new methods for improving specific aspects of the teacher induction process. These projects were concerned with (a) the role of the professional association in the induction of the new teacher, (b) an approach to amelioration of the interpersonal relationship difficulties encountered by beginning teachers, and (c) experimental and intensive use of cooperative supervision techniques for the beginning teacher.

One project was designed to develop video-tape recordings which would provide both models of able teaching and criteria for the appraisal of various aspects of the teaching act.

In another, an outdoor camp would provide a unique environment for assisting new teachers to develop insights for their professional role. Beginning teachers, together with experienced teachers, college staff members, and groups of fifth- and sixth-grade children, would work in this outdoor setting to contribute to the professional growth of the beginners.

Finally, one project was addressed to a much neglected aspect of beginning teaching — the induction of new community college teachers.

These nine separate projects constitute the POINT proposal. Virtually every teacher education institution of the state, the majority of larger school districts, and approximately four hundred beginning teachers would be involved when all of them got under way. The Washington Education Association and the National Commission on Teacher Education and Professional Standards (NCTEPS) would cooperate closely in all the projects. The Office of the State Superintendent of Public Instruction would act as the coordinating agency for the entire effort. The total effect of this activity would be a unique experience in innovation for an entire state.

The Demonstration as an Innovation in Leadership Practice

There is another side to the story of POINT. The new teacher education programs which were projected constituted one large innovation. The attempt by the state superintendent to engineer change was itself an innovation in educational leadership. In effect, the Office of the State Superintendent, through POINT, attempted to bring about changes in practice over a period of two or three years, changes which ordinarily might be projected over a period of at least a decade. Briefly, here is the story of this attempt in state leadership.

Officials of a foundation interested in educational research met with Washington State educators and representatives of the NCTEPS. This group discussed the possibility of a state project in the area of beginning teaching. The Office of the State Superintendent then invited representatives of schools, colleges, and professional associations to discuss the idea and to serve as the Advisory Committee for the project. This Advisory Committee made general policies for encouraging specific proposals and evaluating the final projects. A team of state department and professional association representatives met with schools and colleges in all parts of the state in a series of informal visits. Within three months, over one hundred different persons had developed thirty-eight specific proposals and submitted these for the consideration of the Advisory Committee. The Advisory Committee selected nine of the proposals to be the basis of the state project. In the following six weeks the sponsors of the nine proposals met with many other persons to broaden and rewrite their specific projects so that they clearly reflected the ideas of the state teacher education agency and the school districts involved.

The planning effort was successful in involving many people and in educating them in the formulation of research and development proposals. This planning activity also helped crystallize plans for new programs in many institutions. Funds have been secured at this writing only for refinement of basic plans. Even without funds, some of this planning will result in new programs far earlier than would otherwise be the case.

The experience in Washington suggests that a statewide demonstration of a promising new practice in teacher education can accelerate desirable change. The experience also suggests, however, that there are many problems in this approach. The demonstration, while capturing the imagination and enthusiasm of a great number of people, also raised hopes which were not always realistic. When the plans did not result immediately in new money, many educators were disappointed. Many of the proposal writers who were not represented in the final state proposal were likewise dismayed. On the other hand, this experience has resulted in a whole new exciting set of goals for planning the education of Washington's future teachers.

Questions Raised by the Experience

It appears to those who worked on POINT that the following important questions have been raised by this experience and should be answered in the near future:

1. Will a major revision of induction practices give new teachers the opportunity to build upon the successful experiences of their predecessors rather than force them to repeat these experiences?
2. What kinds of special treatment for the beginning teacher are likely to make a real difference in professional practice? To what degree will major changes in the induction process be economically feasible?
3. Under what circumstances is a demonstration such as POINT a legitimate leadership technique for a state department of education?
4. What are the proper roles of the state and national professional associations in participating in state research and demonstration projects?

Appendix

LIST OF PROJECTS

1. *A Cooperative Approach to the Induction of Beginning Teachers*

    University of Washington
    Seattle University
    Seattle Pacific College
    Cooperating schools in the Greater Seattle area

2. *The Orientation and Induction of Beginning Teachers Through a Unique Preservice and In-Service Program in the Outdoor School*

    Western Washington State College
    Snohomish County Schools

3. *The Three-Year Resident Training Center — A New Design to Implement the Continuous Professional Growth of Beginning Teachers*

    Washington State University
    Central Washington State College
    Western Washington State College
    Cooperating school districts

4. *Demonstration of a Model Program for the Induction of Instructors New to the Community College*

   Highline Community College
   University of Washington

5. *Overcoming Difficulties in Interpersonal Relationships*

   Central Washington State College
   Cooperating schools

6. *The Professional Association and the New Teacher. The Induction of New Teachers and the Designation of a Career Teacher*

   Washington Education Association
   Cooperating school districts

7. *New Supervisory Patterns for Beginning Teachers*

   Tacoma Public Schools
   Pierce County Schools
   Pacific Lutheran University
   University of Puget Sound
   University of Washington

THE BENJAMIN FRANKLIN
THE BENJAMIN FRANKLIN

8. *Portraying Different Levels of Teaching Ability on Video Tapes and Kinescopes*
    - Seattle School District No. 1
    - Office of the State Superintendent of Public Instruction
    - University of Washington
    - Washington State University
    - Western Washington State College
    - Central Washington State College
    - Seattle University
    - Seattle Pacific College

9. *The Teaching Residency: A Demonstration of Shared Responsibility*
    - Gonzaga University
    - Whitworth College
    - Eastern Washington State College
    - Fort Wright College
    - Spokane area schools

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THE FUTURE OF TEACHER EDUCATION: NOTES ON A SPECIAL FORM OF TYRANNY

William R. Fielder
Associate Professor, Claremont Graduate School
Claremont, California

In a not very well known essay commissioned by the Woodrow Wilson Foundation, Jacques Barzun comments in his usual pungent style on "The Tyranny of Idealism in Education."[1] "The customary tone of educational discussion is utopian," asserts Barzun,[2] and, in my view, he's not too wide of the mark.

The utopian tone to educational discourse is partly derived from the fact that only certain citizens among us are compelled to go to school. Only those who are without power — either physical, economic, or political — are compelled under the police powers of the state to attend school. Because the schoolmaster's clients are young and have little money and no vote, they can be subjected to every ideal image he can conjure up. Thus, he is tempted to speak and act as if schooling was a direct mechanism for achieving any ideal image of what human beings might become. As Barzun puts it, the educational theorist "ignores as trivial what the school can indeed do, which is to impart established ways of work and thought, and he pants at the task of procreating an ideal type."[3]

The arresting thought that idealism is a tyrannizing force in educational discussions provides the premise for my notes on the future of teacher education.

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[1] Barzun, Jacques. "The Tyranny of Idealism in Education." *Education in the Nation's Service.* New York: Frederick A. Praeger, Publishers, 1960.

[2] *Ibid.*, p. 128.

[3] *Ibid.*

I find that departments of education often appear to demand a kind of piety from their students, because piety converts a job to a calling. It is not sufficient simply to be interested in work. The teacher-to-be must meet the ideal of "commitment," and that quality must have been developed by the sophomore or junior year of college. "Lack of commitment" is a weasel phrase that permits us to explain why someone performs poorly during student teaching, or it sometimes legitimates a decision to dismiss a candidate from a training program. Thus, a good deal of earnest attention is given to gauging or nurturing this ideal attribute in candidates for teaching.

We further require of teachers in training that they manifest a love of children, and they must hum with a strong impulse to do humanitarian deeds. The preoccupation with the ideal image of commitment, love, and humanitarianism diverts the teacher educator's attention from the real world of teacher work. The ordinariness of teaching is seldom a matter for speculative attention, yet, like any job, teaching consists of large doses of uninspiring routine which demands only diligence and perseverance. Only on small occasions and infrequently is it otherwise.

What follows, then, is a set of notes on a special form of tyranny — roughly, the tyranny of ideal images in programs to train classroom teachers. These notes will not be of much use to state educational agencies in formulating programs which directly affect teacher education, e.g., certification, accreditation, legislation, and similar interventions. Rather, these ideas will be useful in considering more circumspect influences state agencies might have. In short, I see my remarks as having some relevance to the question of how a state agency might indirectly and in a nonlegislative manner affect the course of teacher education as it is practiced in a given state.

The Hypothesis-Maker

Many teacher education programs are fond of portraying classroom instruction as a kind of feat of social engineering. The teacher is imagined as one who propounds hunches about how instruction might proceed, those hunches being confirmed, rejected, or modified by the consequences of acting on them. The young teacher is asked to make explicit the goals he seeks and then to assay the variables at hand: learning rates, language facility, reading rates, motivation states, and so on. The teacher is envisioned as one who plans and executes a set of activities, while cognizant of situational variables, to bring about the consequences desired in children. He is further imagined as one who assesses the impact of his situational engineering, revising procedures and planning future activities on the basis of known learning effect.

It is interesting to note how the hypothesis-maker model of teaching gives so little attention to the covert, the unintended learning outcome. What is stressed, it seems to me, is the straight-arrow view of the world where everything is aboveboard and, most important, directly under the teacher's span of control. This model idealizes instruction in a highly linear manner: "If this antecedent, then this learning outcome." What is not attended to is the oblique, the nonlinear, the learning outcome that is hidden from both agents in the process — the teacher and his pupils.

Several years ago, while waiting in the wings of a classroom ready to watch a student teacher romp through a lesson, I observed the following interlude. An upper-grade elementary class was engaged in teacher-directed practice, with half of the children performing at their desks while the other half were arrayed around the room at various blackboards. Practice material for the day involved the addition operation on "mixed numbers" — 3⅔ plus 4⅔, that sort of thing. One boy at the blackboard, after casting a long look in the direction of the teacher, turned and wrote only the answer, leaving out the extended steps of converting an improper fraction to a mixed number, and so forth. Noticing this, the teacher very unobtrusively, with a kind hand placed on the shoulder, gave the boy a gentle, reproachful look and then moved on about the room. Whereupon the boy sheepishly turned back to the board, erased his answer, and quickly complied by "showing all his work."

That event suggested that this boy and his classmates were on the receiving end of an unvoiced but persuasive message that went something like this: "Play it safe! In the numbers game it is form, not mental agility, that is prized!"

Fondness for form in things numerical is abundantly evident in our classrooms. The six-step chart for the division operation is even yet a common sight in the public elementary classroom. Children are admonished to (1) make a trial divisor, (2) multiply, (3) subtract, (4) compare, (5) bring down, and (6) repeat. Still other charts offer prominent display for the "clue words" to be used in determining the appropriate operation to apply in story problems. These charts advise children automatically to execute the addition operation, for example, whenever they sight certain words. These are but two instances of what seems to be our insistent concern for form when dealing with numbers. Perhaps our preoccupation with propriety in things numerical is communicated covertly, but with great power, in the classroom.

In talking of classroom instruction, the analogy is commonly drawn between teaching and a pebble tossed in a large expanse of water. Like the widening ripples on the surface of the water, teaching knows no outer limits. We never know where our influence ends, or so the analogy suggests. But if teaching is viewed in the context of covert learning outcomes, perhaps it is more appropriate to ask on many occasions, "Just where did our influence begin? Did the pebble even strike the water? Where?"

Several years ago anthropologist Dorothy Lee examined fifteen state and city manuals designed to assist teachers of home economics.[4] Among the commonly stated objectives were these:

1. The development of healthy personalities through wise participation in family life.
2. The development of young adults who will eventually establish democratic, happy, cooperative homes.
3. To honor the dignity of work.
4. To develop specific homemaking skills.

Yet, in many instances, sections of these manuals on human relations would appear to have a strong negative countertheme to the overt message of understanding, empathy, and cooperation. Questions for discussion like, "What can you do about a pesky sister?" and "Why do parents always say no?" carried overtones of conflict, restriction, and the presence of compliance demands in the home. But little material in the guides suggested that real feelings about conflict and compliance would become a part of the instructional process except by some covert, indirect mechanism.

Similarly, the dignity of work was stated as an explicit goal of home economics, though emphasis was often unwittingly given to the counterthemes of "fun" and "efficiency." Such questions to guide discussion as "How to make dishwashing fun," and "How to get housework done efficiently," illustrate the possibility of muted communication stressing the fact that, in spite of lip service to the dignity-of-work theme, only leisure and escape have real value.

In her discussion, Dorothy Lee notes an emphasis on the facade, the externals of appearance in those sections suggesting how a teacher might approach the topic of maturity. Presumably, maturity has something to do with inner substance and resource. Yet, these guides often approached the quest for maturity by suggesting that the instructor attend to such topics as "Good grooming," "Pleasant manners," "Being popular," and "Using money and time efficiently."

In some sense, then, the hypothesis-maker model of teaching can be thought of as tyrannical in that it seems to presume greater power to control the learning encounter than is really possible. Under the influence of this idealization, teacher educators may seldom think intensely about the constraints upon schooling or that side of a teacher's interaction with children that is concealed, unrealized.

Consider present-day programs of compensatory education. It is the automatic and comfortable stance of the schools to consider themselves solely as *a part of the solution* when, in most cases, it would be more useful to approach the problem with the assumption that the schools are *a part of the problem*. They are a part of the problem when they create a feminine institution that Mexican-American males, for example, can identify with only at severe risk or in contradiction to other models of maleness. They are part of the problem when they approach their work bent only on securing change on the part of minorities and never address the question of what are the intergroup education requirements of the majority group that are not being faced.

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[4] Lee, Dorothy. "Discrepancies in the Teaching of American Culture." *Education and Culture.* (George D. Spindler, editor.) New York: Holt, Rinehart, and Winston, 1963. pp. 173-91.

However, it is the style of schools to idealize their intentions, their accomplishments, and their agents. To a certain extent, that customary style contains a special form of tyranny of relevance in considering the manner in which teachers are trained for their work.

The Decision-Maker

For purposes of training, teachers are frequently conceptualized as agents who exert choice in the conduct of instruction. Choice is exerted in deciding priorities, judging what is relevant, assembling devices, concocting appropriate tasks to appraise accomplishment, and so on. But becoming a teacher involves competence at still another task — one that is seldom attended to explicitly. Not only must a teacher render and effect personal instructional decisions, but he must reckon with the impersonal controlling decisions of others. The decision-maker model, it seems to me, operates so as to encourage the teacher educator to neglect the problem of coping with the various restrictions upon classroom instruction.

There are obvious constraints upon the conduct of instruction. Some of these are more fancied than real. That is, there is an element of bad faith in some of the presumed restrictions upon teaching. We sometimes act as if there was no real area of choice at all as a defense against recriminations against the self for failing to exert choice. But whether fancied or real, the constraints upon teaching are a part of what schooling is. As such, they are fit but neglected content in most teacher-training sequences.[5]

There is, after all, a certain naiveté in the dogged assertion of the teacher's obligation to choose. Casting the teacher in the role of decider ignores a common self-imposed limit on classroom instruction. Teaching in many classrooms may consist of only meeting the expectations of some future, higher grade level. Instruction in my classroom, right now, is often shaped by somebody else's classroom in the future. Kindergartners, after all, must be prepared for the reading demands of the first grade. So it is that kindergartens come to look like junior first grades complete with pencils and fill-in-the-boxes seatwork. Because twelve-year-olds must meet the self-reliance demands of the junior high school, the sixth grade is given over to learning how to take lecture notes, to do library research papers, to do homework, and to study independently. Independent study, in turn, is defined as "read the next chapter and answer the questions at the end."

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[5] For a fuller discussion of constraints, see Part Two of Clements, H. Millard; Fielder, W. R.; and Tabachnick, B. R. *Social Study: Inquiry in Elementary Classrooms.* New York: Bobbs-Merrill Co., 1966.

Few people can continually face afresh the planning tasks of school instruction. Teaching becomes well practiced and highly structured. Walks and bus trips, firehouse and harbor, the farm and the post office are as predictable for some teachers as the first hardbacked reader. Little wonder, then, that children develop practiced responses to satisfy our practiced questions.

> "Our next study will be about Mexico. Let's think about what we want to learn about our neighbor, Mexico." The teacher writes on the board as the children make suggestions: geography, government, food, clothing, products, natural resources and history, education, cities and sites.
>
> "These are the same ideas we gave for the study of China," the teacher comments.
>
> Paul replies, "You know why? We always have tests on these same things." The others nod in agreement and the study begins.

Beyond our individual predilections for the habitual, teachers are preyed upon by the publicized schemes of others. Educationdom is amply populated with method, with plan, with stylized procedures each with its full complement of commercially prepared exercises, charts, tests, pictures, films, and detailed instructions to the teacher. With ritual being a demanding mistress to much of instruction and having appeared to have been so ardently courted, teacher-training discourse about decision making seems more than a little blind, if not foolish.

Candidates for teaching can be helped to understand the restrictions imposed upon instruction in their classrooms stemming, in part, from the motives they have as adults for being thus employed. Teaching appears to be a gentle occupation. Moderate job demands, leisurely vacations, secure salaries, attractive hours, frequent holidays, a relatively brief and not too arduous training period — all these attract people to the thought of teaching. Father's prudent counsel, *viz,* "Should anything ever happen, you will always be self-supporting," persuades still others. For some, teaching is compatible with marriage and motherhood. That is, the classroom offers opportunity to cultivate useful skills in childrearing; and when the offspring becomes independent, the teaching certificate can be reactivated to augment household income or to provide an occupation for an idle middle age. Contingency, then, appears to be an important factor in electing to become a teacher; entry and persistence in the profession are conditional upon a series of external considerations. Competence in directing an instructional program, however, is central in the teaching role. Possibly, the reasons that encourage entry into teaching may function as constraints in the full realization of that role. Motives arising out of contingency considerations are satisfied by the acquisition of ordinary vocational competence. In most instances, the "fringe benefits" of the profession are independent of, even unrelated to, artistry in teaching.

At this point I suspect that I may have stirred the utopian impulse. That is, you may be gravitating toward the solution of denying admission to those people bent on entering teaching for the most superficial of reasons. If so, that impulse perhaps affirms the accuracy of idealism as a curious form of tyranny. Our predilection for ideal states predisposes us to feel charitable toward only those students who come to teaching for the finest of motives, and we design training sequences in the belief that all candidates ought to be so motivated. In so doing we turn our back on the real world of work and why people come to it.

Plain and Fancy Talk

In this concluding section I will move away from the notion of ideal images as a special form of tyranny to consider the coercive qualities in figurative talk about schooling. Again, I shall relate my observations to the task of educating teachers.

Whether conservative or progressive, men characteristically resort to metaphor to communicate what it is they cherish for the schools. H. M. Clements (University of Wisconsin) has dubbed this variety of talk, "The rhetoric of lofty aspiration." Marked shifts in talk of things cherished generally accompany or portend a change in the conventions of schooling. "Core" and "fusion" were once the basis for a great deal of metaphoric talk about arrangements for instruction. These two figurative terms were coined by educators to communicate what they were against — the separation of subjects, the splintering of the curriculum. "Integrated" knowledge was the new metaphor of aspiration. But "fusion of subjects" and the "core curriculum" are now stale and unappealing expressions. Their imagery promotes no excitement; they have few devotees. The reigning curriculum metaphors are "spiral" and "structure." The latter metaphor — structure — particularly, is the object of considerable interpretive effort by publishing houses and funded curriculum development projects. The resulting interpretations can be expected to be individualistic and, in some cases, nonsensical, because while the structure of a bridge names something quite literal, the structure of a discipline names something else, something decidedly ambiguous and not at all explicit. Extending this metaphor to talk of "syntactical" and "substantive" structures probably does not make the job of rendering new curricular materials or altering present arrangements for schooling any less a murky enterprise.

Callahan's recent study of the "technical" era in school administration examines the accomplishments of a generation of schoolmen preoccupied with the language of the industrialist.[6] In a sense, Callahan has written a biography of the "efficiency" metaphor. He documents what took place when schoolmen talked and acted as if they were captains of another form of industry. Arrangements for schooling took on a special character when school superintendents and school boards joined in mutual talk of "raw material," "products," "machinery," and "scientific management." Schoolmen earnestly contrived, for example, to arrange the efficient school — efficiency being commonly computed as a ratio between "output" (recitation periods, etc.) and cost. Beguiled by the imagery of terms used in scientific management, schoolmen of this era were artful manipulators of things: plant space, platoons of children, instructional minutes, and so forth.

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[6] Callahan, Raymond E. *Education and the Cult of Efficiency*. Chicago: University of Chicago Press, 1962.

The conventional wisdom regarding schooling today is acknowledged through figurative expressions. Reading, for example, is commonly spoken of as "the tool subject." This common metaphor is used to assert instructional priorities for the primary classroom. Reading, defined metaphorically, is believed to be prerequisite to instruction in other subjects. Therefore, teachers in the primary grades are first expected to teach reading skills. Science, art, music, numbers, and the social studies are, by common consent, peripheral areas of the curriculum. From sixty to ninety minutes every school morning will likely be given over to formal reading instruction in grades 1-3. During this time an insipid "number page" may be freely employed to mark time for those waiting to be called to the reading circle. Coloring a reading exercise can safely suffice for art instruction. "Sharing" about developments in rocketry or the advent of a circus may pass for science and social studies. Reading, after all, is the *tool* subject.

The force of the tool subject metaphor continues through the middle grades of an elementary school. You will find that science and social studies are often delayed until the third and fourth grades. The *tool* cannot be developed earlier. What this sometimes means is that instruction in both of these areas is often a mere extension of instruction in reading — third- and fourth-grade science or social studies becomes an intermediate exercise in reading. The path to inquiry about one's social circumstances or about the nature of things turns out to be book behaviors of one sort or another.

The point of this, of course, is to call attention to the compelling nature of fancy words in talk about schooling. Much of what we do in arranging for instruction devolves from a handful of unexamined expressions about the child, the curriculum, subject matter, and purpose. The metaphors of schooling are a neglected but important bit of content in the education of teachers.

The actualities of schooling are importantly related to the metaphoric talk of the schoolman. Jerome Bruner's recent refutation of the readiness metaphor sharply illustrates this assertion.

American educators have been preoccupied for years with the notion that one could gauge the optimal time in the life of the learner to undertake some school-required task. The spirit and intent of this enterprise was well expressed by Carlton Washburne, an early devotee of the readiness metaphor: "The research department [of Winnetka Schools] set about the task of discovering the period in the mental development of children, when, as a rule, they best learn to read readily." According to this, the prevailing view, the learner was regarded as a changing, variable quantity who confronted fairly fixed, invariant learning tasks required by the school (learning to read, write, spell, etc.). It is important to note that under the orthodoxy of the readiness metaphor the chief instructional task was deciding *when* a fixed task might be introduced. This orthodoxy must be noted because apparently it prepared Bruner's audience thirty years later to be surprised by the suggestion that educators might make other sorts of "readiness" decisions.

In the interim, readiness talk accompanied some sensible changes in school instruction. Sometimes, however, such talk became either self-serving or bizarre. The question, "How does that square with what we know about readiness?" became the first and last query of those schoolmen bent on resisting the introduction of some particular subject in the elementary school.

Not long ago Jerome Bruner propounded his now widely discussed refutation of the conventional view on readiness. Instruction, Bruner challenged, is not so much a problem of determining maturation as it is a problem of determining the system of ideas we intend to transmit and the modes of representing those ideas to a learner. Thus, the traditional problem turned out to be a pseudoproblem in that it presumed that subject matter could not be represented in a variety of forms, some of which would render the system of ideas more accessible to the learner.

Bruner contends that any subject can be taught in some honest form to even the very young learner. He regards his contention as a bold one. Perhaps it is. But its power to startle must be partly derived from the fact that it assaults a very comfortable, thirty-year-old metaphoric habit.

Conclusion

The foregoing notes were composed around two notions. First, that ideal images, including figurative language, can be thought of as a special form of tyranny. That is, they account for a kind of arbitrary blindness or coerciveness against seeing the school world plain. Implicit in these notes is the opinion that we are moving toward an era of greater interest in the everyday circumstance of ordinary teachers. Just a year ago the National TEPS Commission, for example, pioneered a new genre of literature on teaching with their publication entitled *The Real World of the Beginning Teacher.*[7] There is increasing intellectual interest in determining the way teaching is. What seems to be fading is the evangelistic zeal for talking about the "ought" condition, the way teaching ought to be ideally.

Finally, these notes approached the quest for role determination in state agencies by suggesting some of the issues that might be confronted in an effort to influence indirectly the education of teachers. State agencies, too, can influence the practice of teacher education by participating in the professional discourse surrounding the few ideas that shape and direct such programs.

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[7] Report of the Nineteenth National TEPS Conference. Washington, D. C.: National Commission on Teacher Education and Professional Standards, National Education Association, 1966.

THE
BENJAMIN
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CONFERENCE COMMENTARY

William H. Drummond[1]
Chairman, Division of Education
George Peabody College for Teachers
Nashville, Tennessee

My assignment at this conference is an interesting if not impossible one: to summarize what has been said both formally and informally, the papers which were prepared for background reading, and the written reports of committee recorders. I feel that I should not confuse you by trying to review these documents, so if there is no relationship between what you have heard or said and what I have to say now, it is because I have not allowed myself to be confused by the facts. My students at Peabody College sometimes wonder whether the ideas I express fit together into some kind of rational picture. You may wonder, too.

Some weeks ago, on a Sunday morning, Mrs. Drummond and I went to church — a different church. We had heard about this particular church from coffee-break talk on the campus and decided to see what it was like. And we went — but there were no pews. I'm not used to going to a church where there are no pews. In this church there was overstuffed furniture, and we sat in a semicircle on these soft, overstuffed chairs. Someone came in and turned on a hi-fi set, and as I recall, it was a recording of a Bach chorale. We listened quietly to Bach for awhile, and then someone I guessed to be the minister turned off the hi-fi and proceeded to open a discussion on "Sing Out Sixty-Six" and the "Moral Rearmament Movement." He talked about the similarities between moral rearmament and Confucianism, and the group gradually entered into the discourse. After we had talked awhile about these ideas without any apparent closure, someone else in the group said he had brought along a selection of poetry, and he read it. Then another member said that he had learned a new hymn and wondered if the group would like to learn it. So, we went through it several times until we could sing it, not well, but better. Oh, yes! An offering was taken. That was all right; it was one part of the ceremony I understood. After the offering we got up and left. That was all there was to it.

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[1] Dr. Drummond is now a teacher education associate in the Office of the Superintendent of Public Instruction, Olympia, Washington.

I was disturbed by the service; the whole atmosphere was strange. As we left the building I wondered if we really had been to church at all. Unlike regular church, I had been interested in everything that transpired. On reflection I felt that it must not have been church, because church is something I associate with sitting very still and trying to look alert on the outside while sound asleep on the inside. Mrs. Drummond and I have talked about our experience that Sunday several times, and our general response could be summarized like this: We thought it was interesting; the activities were appropriate. It didn't seem like church. We're not sure that we liked it; in fact, we're pretty sure we didn't.

My talking about church may have nothing to do with schools, but the week following our church, or non-church, experience, I happened to be visiting schools. The first one I went to had those old-fashioned desks — the kind where the seats are part of the desk behind — with inkwells in them; and they're fastened to boards so they will stay in straight lines. "By George!" I thought, "Here is a School!" It looked like a school; it smelled like a school; there was no doubt about it, it *was* a school! Somehow I felt very comfortable and at home in that setting.

That is the gist of my remarks. Sometimes I wonder what state departments of education are supposed to look like, what we think of when someone speaks about a state department. There are fifty of them. Are we caught up in some preconception of the way they should operate? Do we see ourselves as playing certain kinds of roles in these establishments? My hunch is that, because we enjoy certain kinds of status with respect to public education, we may see ourselves and what we do in fairly fixed ways. On any given day, most of us would probably say, "Look at that state over there. Now *there* is a department of education! You can tell it is a good department because it looks at public education or teacher education in certain established ways, and its personnel behave in wholesome, predictable ways."

Now to my summary. I think that I have heard or read these ideas during the conference:

1. State departments of education should provide leadership in teacher education. As they provide leadership, they should de-emphasize their regulatory functions and give prominence to their consultative, stimulatory, and communicative functions. They need to encourage dialogue.

2. State departments of education should be change agents. As change agents, they should use the more acceptable means of coercion.
3. There are a number of specific tasks state departments should undertake:
    a. They should establish realistic program-approval arrangements with teacher education institutions, including visitation and accreditation.
    b. They should see to it that student teaching is improved statewide, including the identification of qualified supervisors and supervising teachers.
    c. They should assume leadership in the reclassification of the roles and duties of teachers, perhaps developing some new types of teacher specialization.
    d. They should establish programs which better relate preservice teacher education to in-service education.
    e. They should seek to establish new organizational arrangements for career teacher development and career management (a term borrowed from the military).

I have listened but have not heard anyone talk about the role of professional associations in these proposed state department of education tasks. Let me digress a moment to suggest that perhaps state departments of education see their primary functions in teacher education, certification, accreditation, and program development, while the professional associations take as primary functions the assessment and assignment of "career rank" — using rank here in the sense used in colleges and universities. At the same time, school districts might provide rewards on the basis of the rank assigned by the professional organizations. I am suggesting that there are three elements to consider: certification, rank or career status, and rewards. Although these are interrelated, primary interest for each might be accepted by each of three agencies: state departments, professional associations, and public school districts.

Now that I have summarized the conference (you may not realize that was what you just heard), please give me psychological support by letting me express some of my personal biases.

There are two questions undergirding much of this conference: What is leadership in education all about? and How do people change?

Willard Goslin, a colleague of mine at Peabody, says that when all the trappings and the ceremonies are stripped away, leadership in education concerns itself with helping people realize their basic ideals. From a historical perspective, he says, persons who are sensitive to the dreams and aspirations of a people and who help bring their noble ideas to fruition are the real leaders. Mr. Goslin goes on to say that fundamental to the development of Western civilization and the American dream have been the concept of individual freedom (intellectual freedom) and the idea of individual dignity and worth. If you would accept Mr. Goslin's frame of reference, educational leadership in state departments of education, as well as in colleges or school districts, involves helping people to realize these great Western values. State departments of education, therefore, should foster creativity and intellectual freedom and promote programs of teacher education which support and cherish uniqueness and individualism.

When we talk about change in education, we sometimes forget that teaching is a human and very personal experience. As we work in public schools or colleges, or even in state departments of education, we sometimes forget that we are talking about real people when we talk about pupils or about teachers We forget that "they" are "somebody"; and we begin to think and behave as though "they" were objects rather than subjects. As we continue to work in an organization, we sometimes tend to invest less of ourselves, our personal time, in those "other" people. In fact, our institutional arrangements tend to force us to want to invest less and less of our subjective selves in our work. Often the school system or the college can devise schemes and provide rewards so that teachers or professors have fewer and fewer contact hours with students. It seems that the cult of efficiency forces the spreading or thinning of one's personal contact and involvement. Yet, this very thinning of subjective influence is fundamentally in opposition to the concept of leadership described by Goslin.

We all are searching for new ways to do a better job of preparing teachers. In our fervor to improve, gradually we are beginning to apply science to teaching. And as we apply science, our attention focuses on the identification of the elements involved in teaching (the normative elements, especially) and the creation of taxonomies and cognitive maps so that we can describe what we observe in organized ways. But if we are not careful, we will not use our growing knowledge to promote human freedom. Instead, we may use our increased knowledge, or our organization of knowledge, to fix patterns of expectation and to box ourselves in.

The students at Peabody, and apparently on many other college campuses, feel this pressure. They seem to be saying in their own existential, adolescent way: "Don't forget me! I am here! I am me!" They don't want us to forget the American commitment to individualism, to uniqueness, to the right to be different.

You and I are administrators in a system (public school, state department, college or university), and if we want the system to promote our basic ideals, we need to be sure that the system recognizes unique style, unique personality, yes, unique teaching. This is the real tough problem in teacher education: the fostering of uniqueness in a system. I agree with the comments made by George Denemark that teacher education needs to concern itself with both the practical and the theoretical, with the art as well as the science of teaching. To this I would add that we need to be as concerned with the subjective aspects of teaching as we are with the objective aspects. Concern for subjectivity might change our present system model.

I appreciate, too, Mr. Fielder's remarks from the field of cultural anthropology. He expressed some of the same thoughts I have tried to say here: There is a need for greater personal and intellectual freedom in our schools; teachers need to feel free; teachers need to be prepared in programs which promote freedom.

That is the end of my speech. Most of us who have come to Seattle from out-of-state appreciate the fact that the State of Washington has developed some fine ideas in teacher education. In all honesty, we are not sure that the Washington program is a good model for our states. But we are sincerely proud of it, and we hope that other forms or models develop in other states as people work on the problems discussed at this conference. It should be said, too, that maybe the purpose in having us attend was to help change us. We recognize that such a conference may be a change agent. Even if Washington is trying to change us, we appreciate it.

Just before I left Nashville, my wife said to me, "Stand up so you can be seen, speak up so you can be heard, and sit down so you can be appreciated."

THE
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STATE GOVERNMENT AND TEACHER EDUCATION – A DIFFERENT ROLE FOR THE STATE EDUCATION AGENCY

Wendell C. Allen
Assistant Superintendent
Office of Public Instruction
Olympia, Washington

It may be that the government which governs least is the best. Acceptance of this credo suggests that the role of government should be limited to essential housekeeping. Is there a state government role beyond that of housekeeper which would not result in a large measure of state control of teacher education? Is there need today for improvement in state policies and practices in teacher education and certification? This paper will examine the role of the state education agency in the education of teachers and their certification, especially as this role relates to change in teacher preparation and in teaching.

Few will deny that the state government has a basic responsibility for the quality of education and therefore for teachers and their preparation. That such responsibility exists needs no further documentation than reference to the other papers in this book and to the wide range of policies and practices currently in vogue in the several states. There is far less agreement on how the state should meet this responsibility. The "leave us alone" attitude of some school and college people suggests that many who are intimately concerned with teacher preparation and with teachers in service are dissatisfied with the way state agencies function. It is clear that Title V of P.L. 89-10 exists because there is a need to strengthen the contribution of state education agencies.

During the relatively short history of formal teacher education in this nation, the preservice preparation of elementary school teachers has joined that of secondary school teachers as a college and university function. As requirements have increased to four-year degree programs, credit hours earned have remained the primary measure of adequacy. Many states continue to control teacher education programs through certification requirements of a specific nature or through program standards characterized by detailed credit hour and content specifications. This practice is gradually becoming recognized as one which aborts sound program planning.

As a remedy to credit hour and content prescription, the approved-program approach has been developed recently in many states. This procedure places responsibility for program planning on colleges and universities subject to state approval under guidelines or standards. The approved-program approach can be administered in ways which negate its purpose. However, when it is administered so as to encourage institutional program planning, as is the case in a number of states, there is evidence that state education agencies are responsive to changing times and needs or that mutual arrangements of a permissive nature between state departments and teacher education institutions can work effectively.

A variety of changes in the educational scene necessitate a reassessment of education agency policies and practices in teacher education and certification. In addition to those in federal-state and local-state relations, there are significant changes developing in curricula, in concepts of teaching and teaching roles, in the use of the community in the educational program, and in the use of personnel other than teachers in the school. New patterns of school programs and school and district organization are emerging. Changes are occurring in part because of the pressure of increased school enrollments, new patterns of population composition, the problems of urban centers, and public demand for increased educational services. To a great extent, these changes are being brought about by the application of science, the advent of instantaneous communication, the use of computers, language analysis, and research methods.

In the current setting, the state is challenged to do more than establish and maintain minimum standards for education. To serve the people, state government must be responsive to new situations and anticipate new demands and trends. Are there points of view, governing principles, structures, patterns of action, and ways of working which will fulfill the state "civil service" or housekeeping function of teacher certification, as Lucien Kinney[1] puts it, and also stimulate experimentation and desirable change in teacher education and certification?

It is necessary today to ask whether state regulations act as a restraint upon experimentation or as a reinforcement of patterns of operation which are no longer suitable. The central issue is whether there is a leadership role for the state. For example, should the state attempt to delimit specialization of the teacher's preparation and his role in teaching?

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[1] Kinney, Lucien B. *Certification in Education*. Englewood Cliffs, N.J.: Prentice-Hall, 1964.

The state education agency is under constant pressure to emphasize its regulatory role. Pressure comes, for example, from students and others who want preparation programs to be identical in all colleges; from professionals in the various fields of study who want the state to set specific preparation requirements; from citizens who want the state to set specific preparation requirements or who want the state to see that all teachers take a particular course. Undoubtedly, many regard regulation as the state agency's major role. Thus, the agency which sees regulation as its major function may be understood, though not regarded, as being in the forefront as a change agent. To emphasize this regulatory role is to protect the status quo. When the rule *is* the thing, change must come before there can be a new rule. There is danger in this circumstance that the major energies of the agency will be spent on administrative rather than leadership functions — functions which should be and could be performed better by intermediate and local school organizations and teacher education institutions.

There is an important difference between policy and rule that is essentially operational in nature. The rule could provide, for example, that every certified teacher of history shall have completed an undergraduate major of thirty semester hours in history, with at least fifteen additional semester hours in cognate fields. Policy could state that teachers (of history) shall be prepared by institutions of higher learning and recommended by them for teaching (history). The policy could state further that institutions shall involve not only their appropriate faculty but also school representatives and teachers organizations in their program planning and in the selection of candidates for teacher preparation. The policy could state that the institution should be one among peers through the process of accreditation and that the state expects periodic progress reports on program development. While a state policy would not specify credit hours in particular subjects or fields of study, it could state that major fields of study for prospective teachers should be appropriate to the curricula of elementary and secondary schools.

In essence, a rule is an attempt to implement policy even when, as is occasionally the case, the policy has not been formulated. So the matter comes again to the question of the length to which the state should go in attempting to implement policy in teacher education and certification through establishing rules or regulations.

Reference was made earlier to the increasing tempo of change in educational practices. Rapid change should help us to be less dogmatic about teaching and teacher preparation. It should impress upon us the need for new approaches for state education agency operation in the area of teacher education and certification. Changes in teaching and teacher preparation appear to be the best as background for consideration of new approaches by state agencies.

There is growing recognition that teacher education should extend for some years beyond the completion of four years of college. Preservice and in-service preparation programs are beginning to merge. This occurs as the roles of colleges and schools in teacher education become interrelated and as collaboration of these institutions in tackling educational problems proceeds. The long-established terminal points in teacher education are becoming less distinct. The career of teaching is being reexamined. Many think that it should change with new demands rather than remain the same from beginning to end; that the dimensions of teaching roles should be different as the teacher's insights and capacities develop and are realigned. There is growing recognition of the teacher's need for self-renewal — even for career planning of a kind not possible in the past.

Research is developing more precise descriptions of teaching performance. These descriptions should make it possible to define minimum performance standards. Some of these standards may be achieved by students prior to their first teaching and some after several years of experience. The first several years of teaching are gradually becoming an intern period in which most of the practical and induction phases of teacher education take place. Simulation and micro techniques are being developed to aid in the study and practice of teaching. There is growing appreciation of the significance of individual style in teaching.

As school systems recognize and cope with their growing responsibility for the practical phases of teacher education, more and more of the school administrator's time is required to establish the best conditions for instruction. The school principal, specialist supervisors, and others must be prepared to function as members of each teacher's staff. The teacher is becoming a specialist, assisted by other specialists, administrators, and aides.

Research is helping us to develop new means of communication in teaching, including instantaneous communication through our subjective sensitivities, i.e., nonlanguage communication. This development parallels that of more precise language about teaching behavior. Increasingly, the focus of learning theory is on how the student views himself and his own progress rather than the artifacts he draws upon. As we develop greater specialization in teaching and learning roles, we are forced by our communication media to consider the general — our common humanity.

The potential impact of the new hardware of the computer age on education, including teacher education, should be tremendous. Its full effect awaits the development of essential software in the form of programs and of organization for utilization in education of the massive resources now available for teaching and learning. This new world is making individualized instruction possible within the structure of general education and teacher education. Either education will fully embrace these devices or some other agency will do so, bypassing the school.

In addition to close collaboration of higher institutions and common schools in preservice, intern, and in-service periods of teacher preparation, the growing strength and sense of professional obligation of organized educational groups should place them in focal responsible roles. These roles will encompass all aspects of teacher education. They range from major contributions to standards development and program evaluation to participation in selecting teacher preparation candidates, screening intern teachers, and determining the roles of career teachers. Professional organizations are assuming a responsible role in establishing the conditions under which teaching takes place. They have a major responsibility to foster the career development of teachers and other school personnel, including teacher aides.

The task of strengthening the contribution of agencies to teacher education has come during a challenging, dynamic period of growth and change. Most important in approaching this task is the role assumed by the state agency and its acceptance by the state and the educational community. If the conception of role by the state agency is one of responsibility for leadership in a sustained effort to improve the quality of teacher education, then three significant and obvious things need to be done: (1) establish appropriate policy; (2) in concert with educational organizations and agencies, encourage research and development activities; (3) secure personnel with leadership potential.

The changes developing in teacher preparation will require close interrelationships among educational agencies and organizations. Several examples of areas in which state policies are or will be needed are as follows:

1. As the first years of teaching become an integral part of the teacher's basic preparation, the essential close relationship in the programs of colleges, elementary and secondary schools, and professional organizations should be facilitated through state policies. State policy should promote the growth of these interrelationships and minimize the problems of responsibility and control that are inherent in any collaborative action.

2. State policy, as distinguished from regulation, is needed in the area of selection, training, and use of aides and others who assist teachers.

3. Policies are needed which will encourage new patterns of teacher preparation; for example, patterns which include experience as a teacher aide.

4. Student teaching has become difficult to organize and manage in ways that provide either a measure of quality control or suitable recognition of the responsibilities of the participating agencies. That this phase of teacher preparation is the sole responsibility of the colleges must be recognized as fiction. State policies are needed to fix responsibilities in student teaching among collaborating groups as well as to clarify arrangements for meeting student-teaching costs.

5. The basic matter of the process of establishing state standards for teacher preparation needs to be dealt with forthrightly. Policies are needed which ensure that state responsibility is met with the full participation of professional groups. The advance of increased specialization in teaching demands reexamination of state policy and procedures dealing with teaching roles in the school program and their relationship to teacher certification. Policies are needed under which a new means of quality control can be developed; for example, a standard teaching license — with subsequent preparation to be a professional responsibility, with close collaboration of schools and colleges.

6. State policies which effectively eliminate detailed state staff evaluation of college transcripts as a basis or procedure for teacher certification are an obvious need. Policies providing for college, school system, and professional organization responsibility and accountability are the substitutes for this outmoded system. The practice of credit counting is most common in state agencies in connection with "evaluation" of applicants for teacher certification from sister states. The advent of continuing teacher preparation should facilitate the task of establishing reciprocity among all the states at a minimum level, such as completion of an undergraduate preservice program of teacher preparation. Provincial requirements, while irksome, are minor obstacles when dealt with as residual obligations until they wither away. A major effort to establish reciprocity among the states in teacher certification should begin without delay.

The shifting of some functions in teacher education and certification from the state education agency to other agencies should be accompanied by increased state agency leadership in a number of areas, among them, research and development. The state education agency should assume a continuing responsibility for clarifying lay and professional roles and for cooperatively developing appropriate policies and procedures. The state agency should be concerned with assuring that there is adequate provision of funds for the teacher education functions performed by school systems. As these functions of the schools increase, the state agency should be conscious of the importance of checks and balances among the agencies concerned with teacher education and the need to recognize unique, yet supporting, roles. The significance of balance of autonomy among colleges, school systems, and professional organizations should be a continuing concern of state education agencies.

The encouragement of research and development should become a major function of state education agencies in cooperation with senior graduate schools. The state agency should identify needs and conduct research appropriate to its unique abilities and resources. It should encourage, promote, and support needed research. It should coordinate research efforts in the state with those in the region and nation and initiate and support the use of research results. The current sharpening of the perennial problem of teacher supply underlines the need for finding out much more than we now know about who gets into teaching, who leaves and who stays, and why. We pay scant attention to retention of teachers, to patterns of teaching careers. A nationwide study in this area is called for because of teacher mobility and transiency. Such a study would help achieve reality in determining teacher need over a ten- to twenty-year period and in estimating its availability. It might also give evidence about career realities in teaching. State agencies could provide an important, coordinating role.

State education agencies should be leaders in fostering the development of models of preservice, in-service, and continuing teacher preparation. The changes in teacher education touched upon earlier all have as inherent components the involvement and interrelated roles of educational agencies. The development of the necessary viable state policies will be promoted by experimentation, encouraged and supported, if not initiated, by the state. This kind of activity represents the leading edge of the state education agency's role and sets the framework for administrative functions, i.e., enforcement of regulations, approval of programs, and distribution of funds. There are tremendous forces working toward uniformity and maintenance of the status quo in teacher preparation. The state agency should place emphasis in its operation, policy, and spirit on initiation, encouragement, and support of inquiry, on experimentation, on the building and testing of new models in teacher preparation, and on the development of improved techniques to ensure accountability.

In this process a close relationship is essential between teacher education and certification divisions and those of instruction and curriculum and of research. New roles for each may well evolve as the preservice, intern, and continuing teacher preparation phases become less distinct. Surely, leadership in continuing teacher preparation is a major concern of divisions of instruction and curriculum and of research.

As the state agency role develops, the importance of public understanding will be crucial. The support of the state board of education, of course, is essential. Its members, as well as the trustees of school systems, can be among the most effective interpreters of policies and of the purposes of experimentation and new effort. Public understanding of policies and practices in teacher education is, in a sense, participation, particularly in the practicum phases. When understanding is widespread, there should be active support of efforts to improve the quality of preparation programs.

State education agency personnel must have leadership capacity. They must be able to work creatively in a large organization such as a bureau, a college, a school system, a state or national agency, or a corporation. Their leadership capacity and potential must be solidly based on preparation and experience appropriate to their responsibilities and be at least comparable to that of their peers in colleges and school districts. State education agencies are in greater need of capable people than they are of large increases in number of staff. It is necessary for state personnel policies to parallel those of colleges and universities with respect to academic prerequisites and attractiveness of working conditions.

In retrospect, the Seattle Conference papers and discussions appear to have focused primarily on the structure and to some extent on the substance of teacher education. While the question of the role of the state education agency in teacher education and certification was always in view, the major interest appeared to center on teacher education programs. There was limited consideration of ways in which the agency should exercise its responsibility for leadership in teacher education. There was even less evidence of recognition of the impact of the level of development in teacher education on the other areas of operation of state education agencies, such as instruction and curriculum, and finance. Nonetheless, this national conference on teacher education, involving state agency personnel and others concerned directly with state policy in education, together with representatives of other educational agencies, brought many issues into sharper focus and revealed the urgent need for a working relationship among educational agencies much closer than presently exists.

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BENJAMIN
FRANKLIN